

City Of Beaufort Development Plan

Beaufort, South Carolina

CITY OF BEAUFORT DEVELOPMENT PLAN

PREPARED ON BEHALF OF THE
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FOREWORD

The first City of Beaufort Development Plan was completed in October of 1970 on behalf of the Beaufort County Joint Planning Commission by the Community Planning Division, South Carolina State Planning and Grants Division, Office of the Governor. The report was reviewed in great detail by the Joint Planning Commission, recommended to the City Council of Beaufort and subsequently adopted as the Development Plan for the City. Over the past seven years the plan has been used as a general guide to overall City development and most of the recommendations contained therein have been implemented. Due to changing conditions and the need and desire for continued community improvement, the second City of Beaufort Development Plan is herein presented.

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INTRODUCTION

While this report is primarily concerned with overall development in the City of Beaufort, its location in the center of the Port Royal Island/Lady's Island urbanizing area requires examination of the surrounding areas and presentation of data and findings about these areas. While the City has experienced some growth in recent decades most of the area growth has occurred in the fringe areas surrounding the City on Port Royal Island and Lady's Island. Because of the impact on the City posed by development of these surrounding areas and the potential for future annexation of these areas by the City, existing development patterns, population, economic conditions and future development potential of these areas are examined.

For organizational purposes, the report is divided into 7 parts. Part I addresses existing socio/economic conditions and natural features to determine what potentials and constraints exist for future development. Economic and population projections are contained in this section. Part II evaluates existing development in the City of Beaufort and surrounding areas. How land has been used to date with detailed analysis of the different types of land use activity for specific geographic areas is included. This section also includes an analysis of housing in the City. Part III of the Development Plan evaluates and presents recommendations on community facilities in the City. Also included in this part are sections on urban beautification, historic preservation and a civic center proposal. Part IV presents the future land use plan devised for the City. Part V describes a proposed bike system. Part VI of the report is a capital improvements schedule and budget for use by City officials in planning expenditures for recommended capital improvements contained throughout the plan. An analysis of existing and projected revenues and expenditures by the City is included. Part VII analyzes the potential benefits for annexation of selected areas in Burton to the City of Beaufort.

The City of Beaufort Development Plan, developed in 1970, contained goals for the City as a guide in formulating that plan and for future continuing planning.

Those stated goals are still considered viable and are included in this plan.

Goal:

- 1) The City of Beaufort should coordinate with each governing entity in the area to establish a land use pattern that will provide the maximum opportunity to meet the needs of the area residents. Orderly development of the vacant land should complement and accentuate the unique natural environment that embraces the area.
- 2) Future physical development of the City and its adjacent surroundings should be structured so as to make the daily activities of its citizens flow naturally, conveniently and safely from one to another.
- 3) Future physical development of the City and its adjacent surroundings should take into account the social, economic and environmental suitability and compatibility of various areas for various types and intensities of land use. Land should be reserved for specific uses only in those amounts that can be reasonably expected to be used in the near future.
- 4) The City should encourage a wide variety of housing types to accommodate many types and varied segments of the population; the rehabilitation and renewal of blighted housing; and, the serving of all areas with a high level of public services and facilities.
- 5) A variety of commercial development should be encouraged in planned business districts and coordinated with the area transportation system. The development of commercial activities along major arteries should be strictly controlled to prevent congestion and improper design.
- 6) The City should provide for a high level of public and semi-public services and facilities that relate to the requirements of residential, commercial and industrial uses. Land for public facilities should be reserved for future needs.
- 7) Continued preservation and enhancement of the City's historical district and structures should be encouraged and supported. Concerted efforts should be made to improve the manmade environment through landscaping and structural aesthetic improvements of existing and future development throughout the City.

PART 1:

THE CITY.....

**ITS HISTORY, PEOPLE,
ECONOMICS, AND
NATURAL FEATURES**

HISTORICAL DEVELOPMENT

The coastal area around present-day Beaufort was discovered by the Spanish in the early sixteenth century. They claimed the area for Spain on St. Helena's feast day, August 18, 1521. In 1562 Jean Ribaut with a group of Huguenots from France settled on what is now called Parris Island. Ribaut found the harbor to be deep enough to accommodate any size vessel. The Indians in the area were quite friendly, and they soon proved to be valuable allies to the settlers. Ribaut left the settlement, called "Charles Fort", and returned to France for supplies. The settlers, suffering from sickness and hunger built the first seagoing vessel in America out of local materials using Indian labor and sailed home to France.

In 1629, the Carolinas were claimed for England by Charles I. After the overthrow of King Charles I and Puritan rule, Charles II rewarded his friends by giving them the land from the thirty-first to the thirty-sixth parallels and from the east coast to the Pacific Ocean. In 1660, these friends of King Charles II became the eight Lords Proprietors. In 1684 there was an attempt by the Scots Lord Cardross to form a settlement. The presumed site of the Scots settlement, called "Stuart Town", is now called Spanish Point, located halfway between present-day Beaufort and Port Royal. Stuart Town was destroyed by the Spanish in 1686. This area was the location of Fort Lyttleton at the time of the American Revolution.

Beaufort Town was conceived in December of 1710 as a port for the shipment of naval stores to England. The town was named in honor of Henry, Duke of Beaufort, one of the Lords Proprietors. The town was almost destroyed in the Yemassee War of 1715. By 1717, the town was in need of a fort for protection, but it soon proved inadequate to serve the growing area, and in 1722 it was replaced by a larger structure near the waters edge. The fort was located on a site where today Scott and West Streets meet Bay Street. Another fort which provided defense for the area was Fort Frederick. It was built around 1731, and a portion of its tabby construction remains today. There is no trace of the waterfront fort in Beaufort.

Beaufort Town's basic link with outside areas was the Beaufort River. It was used for commerce, recreation, and travel. In the year 1721, Beaufort consisted of 340 acres. The town was located on the eastern section of the peninsula containing the point. The western part of the town bordered on Mr. Hazzard's property. A grid-iron street pattern was used for the town, but it was somewhat modified due to the presence of the marshes. The street

pattern today within the old town is identical to the 18th century plan. Prince William's Parish, west of St. Helena's Parish, was created in 1745, and many other parcels of land were settled along the Tulafinny River, New River, Combahee River, Pocotaligo River and other areas.

During this developing period, the settlers were aided by the Cusabo Indians. They had been helpful to Ribaut, Woodward, and Hilton and were allies with the settlers during the Tuscarora War of 1712. After the war, the Indians were given a 500-acre island called Polowanna Island. This was the first Indian Reservation in America. By 1738, the Cusabo Indians were extinct. The effects of a high infant mortality rate had been responsible for the extinction of the Cusabos.

The Yemassee War in 1715 that occurred in the Beaufort area shows how the relationships between the White Man and the Red Man became strained. The Yemassees played havoc with the English settlers. The slaughter of the English did not last long, however, the Yemassee were quickly defeated by a group of roused settlers. After this defeat the Yemassee were no longer a distinct tribe and the survivors moved to Spanish Florida.

The Beaufort area settlers had complete control over the area by 1727. Seven out of the eight Lords Proprietors surrendered their claims in 1729, and Parliament divided the province into North and South Carolina.

Grants for land were small, ranging from a few hundred acres to two thousand acres. At this time there was a need to form townships to serve as barriers to the French and Spanish. The Beaufort district, until 1769 was known as Granville. During the 1730's and 1740's, rice and indigo became the basis for the plantation system. Also during this period the colonists were allowed to ship directly to lands other than the mother country. This greatly increased the revenues of the plantations. Wealthy plantation owners became more transient and many would leave their plantations during the "sickly" season and spend the warm months at a summer residence in Beaufort. The main reason for the migration to Beaufort and the surrounding coastal plain was to be near the healthy ocean breezes.

Beaufort was not active during the first part of the Revolutionary War. Fort Lyttleton at Spanish Point served as defense to Beaufort during the early part of the war. In 1779 Port Royal was attacked and both Port Royal and Beaufort were occupied by the British.

After this country won its independence and became an established nation, Beaufort became a rich and successful district. The invention of the cotton gin brought prosperity and tended to raise the living standards in the area. Opulent

homes were built during this period. The Beaufort area was referred to as the "New-port of the South", containing many fine mansions.

The Civil War brought severe hardships upon the Beaufort area and its residents. Hilton Head and the fort at Bay Point fell to the Union forces. On November 7, 1861, Beaufort was occupied. When the Union forces entered the area they found the town deserted. The citizens had used all available means to leave town before the Union forces could reach Beaufort and many never returned. The entire area was taken over by the Northerners and ex-slaves. For the remaining years of the war Beaufort was used as a base for attacking the Confederacy and as a medical and hospital center for wounded soldiers. When General William T. Sherman marched in 1865, Beaufort was spared from his torch because of its occupation by the Union Army. Sheldon Church and many Beaufort area plantations were not so lucky. They were burned by Sherman, and the shell of the church remains today to remind us of the grand edifice that it once was. The final blow was brought upon the Southerners when their homes were seized and placed on the market for claimed non-payment of taxes.

The Beaufort economy was very depressed during the period immediately following the war. Plantation owners and some of their former slaves tilled the soil for a meager living. During the 1870's phosphate mining played a major role in returning to the area some prosperity. There were about 20 phosphate establishments in the area employing some 2,400 workers. This industry came to an end during the great hurricane of 1893. Many barges, factories, and much equipment was destroyed.

The Beaufort area came into prominence once more as a defense center during the Spanish-American War. With the threat of war, Fort Fremont was built as a defense point for the vulnerable Port Royal harbor, but the war ended before the Fort was completed.

The town's life still centered around the Beaufort River. The Sea Island Hotel and the Bathhouse were integral parts of Beaufort's social life from the early 1900's to 1924.

Attempts to encourage agricultural development in the 1920's were handicapped by the failure of a local bank. The effects of the depression of the 1930's were felt in the Lowcountry long before they were elsewhere. Only with rearmament and the build-up in national defense activities as a result of the outbreak of war in Europe in 1939 was there an upturn in the local economy. Marine Recruit training on Parris Island and the establishment

of a Marine air station brought Marine Personnel and their dependants to Beaufort.

After an initial decline in post-war years, Beaufort's economy continued to improve. Adding to its growth were the development of a local seafood industry (especially shrimping and oysters); an emphasis on seasonal crops like tomatoes and cucumbers, in addition to soybeans and cattle-raising; development of leisure resorts such as Hilton Head Island and Fripp Island; establishment of several factories employing hundreds of workers; and, residence by retired persons of the military and business communities attracted by the presence of the U.S. Naval Hospital, the numerous recreational advantages and the year-round mild climate of the Lowcountry.¹

NATURAL FEATURES

Any meaningful effort to guide urban development in the public interest must recognize the existence of a sensitive natural resource base to which any development must be adjusted if serious environmental problems are to be avoided. With increased technological know-how and economic incentive, there remain few areas that are undevelopable solely because of deterring natural physical features. In order to avoid undesirable consequences, an awareness of an area's natural features is a prerequisite to proper and orderly growth.

In the Beaufort Urbanizing Area there are a number of physical characteristics, such as soil conditions and the estuarine network, which should be considered in development options. In making a particular place more suitable in which to live, one should try to adjust development to fit natural features. For the most part, carefully planned development will improve the livability of an area; whereas, disregard for natural physical limitations and irresponsible construction and development, can work against present and future generations. Such disregard of natural limitations can result in flooding, erosion, water pollution, and unnecessary expensive utility installation.

The Beaufort-Port Royal urbanizing area (i.e. Port Royal - Lady's Island) has absorbed a growing proportion of the total County population. The adjacent urbanizing fringe areas are projected to continue this accelerated growth. As this urbanization takes place, the area's physical features will continue to play a large role in determining the shape of the community.

¹Clemson University and Gerhard Speiler, Fall of 1972 and 1977.

Topography and Drainage

The Beaufort Urbanizing Area slopes gently from 30 feet above mean sea level to the banks that occur along the sea marshes. Map 1 shows at five foot intervals the contours of the Urbanizing Area.

The location of Beaufort County along the Atlantic Seaboard and its physical features result in complex drainage problems. The physical features that contribute to these problems are topography, high tidal ranges, rainfall, soils, and land use changes.² All of these are interrelated.

The Beaufort Planning Area is drained by both surface and subsurface runoff into the nearby tidal streams or marshes. The Soils (see Map 2) of the area heavily influence drainage according to their characteristics. The above referenced study points out that the Planning Areas soils are mostly sands and loamy sands, and where high water tables or fluctuating water tables exist, subsurface drainage prevails. Because of the relatively flat topography of the lands, runoff to the streams and marshes occur via broad, flat natural outlets. Usually no adequate main stream or drainage bed exists resulting in slow water runoff and ponding in depressed areas.

Factors affecting drainage in the area and recommended improvements are presently in the Beaufort County Drainage Feasibility Study; therefore, it is not the intent of this report to duplicate its findings. It is, however, the intent of this report to serve as a guide for the harmonious development of the Beaufort Planning Area. And, the harmonious development of the area most certainly relates to proper use of the natural resource base. Therefore, it is recommended that the technical information contained in the Feasibility Study of Requirements for Main Drainage Canals in Beaufort County as it applies to the Planning Area should serve as a guide to the Planning Commission, governing bodies, private developers and others when considering any development in the area.

Soil Limitations

Protecting the developer and eventual buyer from the adversities of the soils is an important aspect of the land development

plan. Too often, severe land use problems are created when land is developed with insufficient knowledge of its soil conditions. Plainly stated, proper soils information and public awareness is critical to sound urban development in the Beaufort area.

The application of a soils analysis in the Beaufort area is a step toward more intelligent resource use. With this in mind, detailed information on the soils in the Beaufort Planning Area was obtained from the United States Soil Conservation Service in order to delineate those lands of the Planning Area having urban development limitations due to existing soil types. Evaluation by the Soil Conservation Service was made with respect to type and degree of limitations on specific types of land use. A detailed breakdown on engineering interpretations of the soils shown in Map 2 as related to urban development may be found in Appendix I of this report.

²Feasibility Study of Requirements for Main Drainage Canals - Beaufort County, April, 1970.

TOPOGRAPHY



SOIL CHARACTERISTICS

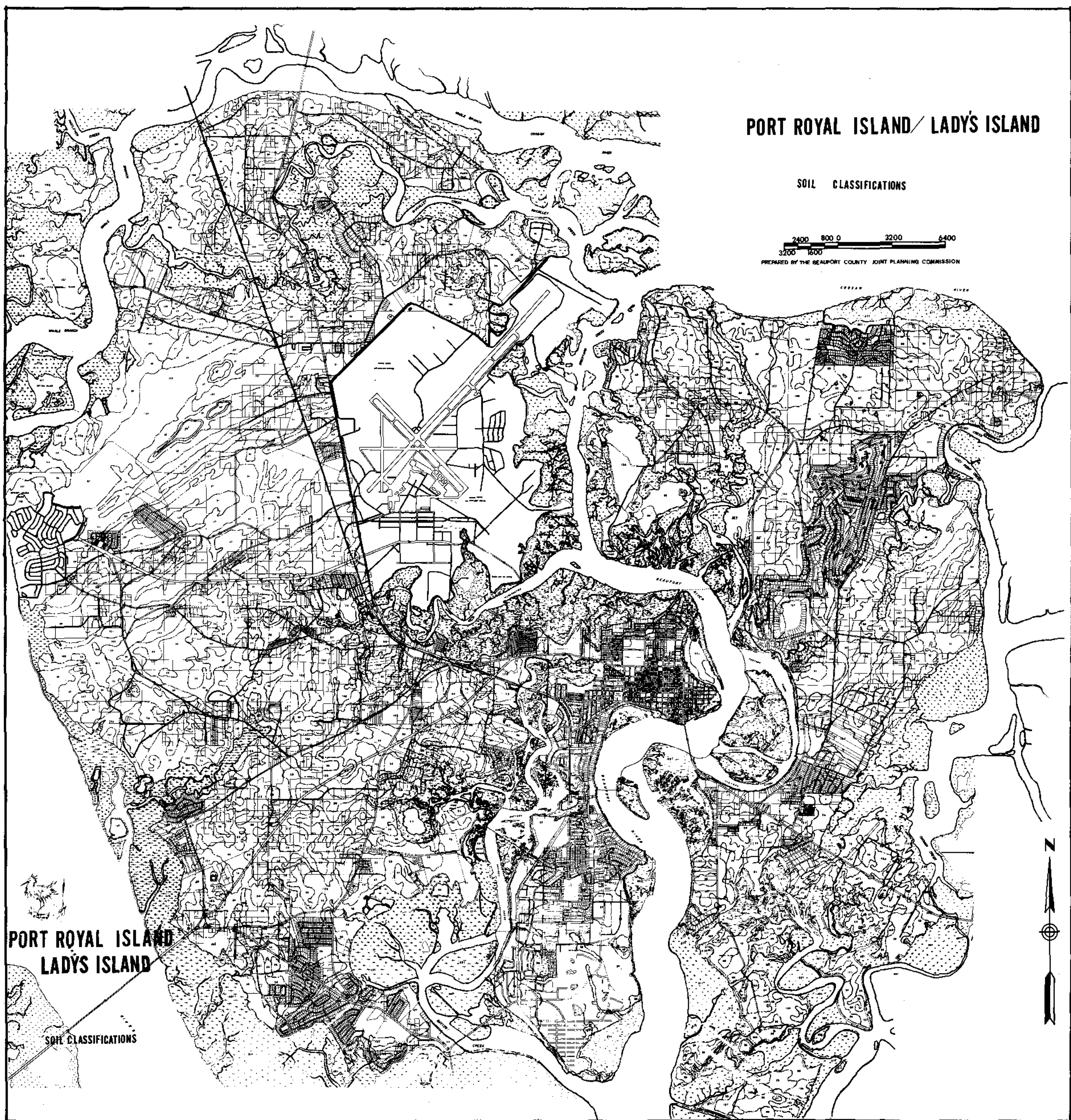


TABLE 1
DEGREE OF SOIL LIMITATION FOR URBAN DEVELOPMENT
IN THE BEAUFORT AREA

Soil Name and Number		Borrow Pits	Bayboro	Bladen	Klawah	Chipley	Lakeland	Eustis	Ridgeland	Rutledge	Seabrook	Lynn Haven	Polonoke	Caxville	Wagram	Goldsboro	Lynchburg	Rains	Pelham	Santee	Seewee	Wando	Meggett	Dawhoo	Troup	Ocilla	Yonges	Albany	Freshwater Marsh	Capers (Marsh)	Tidal Marsh
Types of Land Use and Facilities		3	34	33	127	25	27	28	31	32	35	37	38	41	50	52	56	58	59	111	125	127	131	132	135	150	158	162	211	311	32
Residential with: Septic Tank		on-site investigation																													
Lagoons																															
Sewage Systems																															
Commercial, Industrial and Related																															
Traffic ways																															
Recreation with: Campsites																															
Picnic Areas																															
Intensive Play Areas																															

Slight

Moderate

Severe

Slight



Moderate



Severe



Source: U.S. Soil Conservation Service

Table 1 shows the soil information expressed as to the major degree of limitation for community development (i.e. severe, moderate, or slight). Severe limitation indicate a very high probability of unsatisfactory function and that development will be difficult and costly; moderate limitations indicate that development can be economically feasible; and slight limitations indicate that development would present few problems.

Septic Tank Limitations

Knowledge of the drainage characteristics of soils is extremely important in areas undergoing or proposed for development. This is particularly true in areas which are not served by public sewers and where on-site septic tank and soil absorption systems are being used and may have to be used in years to come. As it is difficult to justify the premature installation of public water and sewer systems in areas where the density of development does not warrant them, it is of equal importance to avoid on-site disposal systems where they cannot be expected to function properly over a period of time. The apparent success of the septic tanks in operation may not indicate their future abilities to function adequately as the density of development increases.

At this point, background on the septic tank and soil absorption operation is needed because of the heavy reliance on them in the study area:

A septic tank conditions the sewage it receives by settling and bacterial decomposition. If the septic tank is sized and operated properly, a relatively clear liquid effluent would be passed to a shallow subsurface soil absorption area or "filter field". Then, the effluent is discharged into the soil where it is absorbed and acted upon by aerobic or anaerobic bacteria, which causes an oxygenizing, stabilizing and purifying action. Most persons believe that this use of the septic tank and soil absorption method of sewage treatment accomplishes a high degree of bacteria removal. However, in many cases the infectious agents are not necessarily removed. The liquid that is discharged is in some respects more objectionable than that which goes in, as it is putrefactive and ill-smelling. Consequently the effluents cannot be considered safe from the public health standpoint.³

The use of septic tanks in the Beaufort area should be considered temporary at best as their use may contribute in reducing the water quality in a number of ways:

1. High water tables in shoreland areas may interfere with the proper operation of septic tank systems, both by preventing the proper hydraulic operation of the system and by preventing the aerobic decomposition of the sewage effluent. Aerobic bacteria are those bacteria requiring the presence of oxygen for life. These bacteria abound in the soil to the depth of about three feet, depending upon soil characteristics and depth of water table, and cause an oxygenizing or stabilizing action on the sewage effluent while it remains in the top aerated layers of the soil. Effluent discharged directly into the ground water body or into the soil below the upper aerated layers as, for example, into seepage pits, does not receive the benefit of this aerobic action and is likely to contaminate nearby water. (U.S. Department of Agriculture, Farmstead Sewage and Refuse Disposal, Agricultural Information Bulletin No. 274, U.S. Government Printing Office, (1963) p.3).
2. The soil absorption process does not remove certain nutrients, vitamins, viruses, and chemicals which may reach ground or surface waters and contribute to fertilization of waters, excessive algae growth, and health hazards especially on lakes. Porous soils, such as sands and gravels, may permit pollutants to travel several hundred feet. (U.S. Department of Agriculture, Farmstead Sewage and Refuse Disposal, Agricultural Information Bulletin No. 274, U.S. Government Printing Office, (1963), p. 1).
3. Septic tanks require periodic inspection and removal of scum and sludge. Neglect of such clearing eventually results in the scum and sludge washing out with the effluent and clogging the absorptive soil pores.

Filter fields located on floodlands, wetlands, or in areas with high water tables do not operate properly, resulting in solids clogging the absorptive soil pores. Similarly, a filter field located on permeable soils does not percolate properly resulting in the effluent rising to the surface where it ponds or drains into surface waters.

³U. S. Department of Health, Education and Welfare, Public Health Service, Manual of Septic Tank Practice, Publication No. 527. U. S. Government Printing Office (revised, 1967).

**SOIL LIMITATIONS FOR
SEPTIC TANK USAGE**



Map 3 reflects, by severity of limitation for septic tank usage, those soils present in the Beaufort Planning Area. This information, compiled from the detailed soil characteristic shown on Map 2 and accompanying Table 1, shows high land soils within the City of Beaufort contain mostly moderate limitations for septic tank usage. These lands for the most part have been developed and are, except for the "Olde Towne" section, currently using the septic tank and soil absorption method of sewage treatment. The engineering interpretations of the soil classifications existing in this populated area point out that this area's soils are moderate for septic tank usage and further, recognizing the limitations of septic tanks in such high density areas, suggests that the City of Beaufort ground water is in danger of contamination. Also, the possible saturation of the surface lands and subsequent "runoff" may contribute to the pollution of the nearby watery marshes and estuaries.

A further look at Map 3 shows that the soils more favorable for septic tank usage are found, for the most part, on Lady's Island. In contrast, the soils with severe limitation for such individual sewage treatment methods are found in the Burton sector of the Urbanizing Area. It is these two areas that urban expansion is expected to take place because of the limited amounts of high land adjacent to the City.

Any urban expansion should take into account the unfavorable soil types that exist in areas shown on the Map. Use of septic tanks in those areas that are shown to have severe limitations should either be discontinued and public sewage facilities made available or careful on-site investigation to determine the severity of the soils for septic tank usage should be initiated before any construction is begun. In interpreting the soil type boundaries, do not rely heavily on the precise boundary line shown on the Map. Further, do not rely on the misconception that the simple filling of existing low lands will render those areas suitable for soil absorption sewage disposal systems. In most cases, the septic and soil absorption system will malfunction when fill is placed over peat or muck.

Development Limitations

In planning for the orderly development of the City of Beaufort and its urbanizing area, it is critical that the governing bodies, developers and all others interested should be concerned with the health and

welfare of those that will reside within this area. By and large, land is shifting in Beaufort's urbanizing fringe from rural to urban uses. The ability of the soils existing within this area to support urban development must be recognized to insure responsible use of the land.

Map 4 shows the engineering interpretations of the soils in the Planning Area as to their limitations for industrial, commercial, and related development. This information, determined from soil surveys made by the Soil Conservation Services, relates primarily to the severity of existing soils in its ability to adequately support building foundations. The availability of such information, if used properly, can be very useful in the layout and design of new urban areas or the improvement of existing ones. Again, in the use of this information, do not rely strictly on the line separating the degree of severity. It is not possible to show precise boundaries of each kind of soil, nor, in some cases, all of the inclusions. Therefore, on-site investigations will be needed in certain areas, particularly where large structures are built.

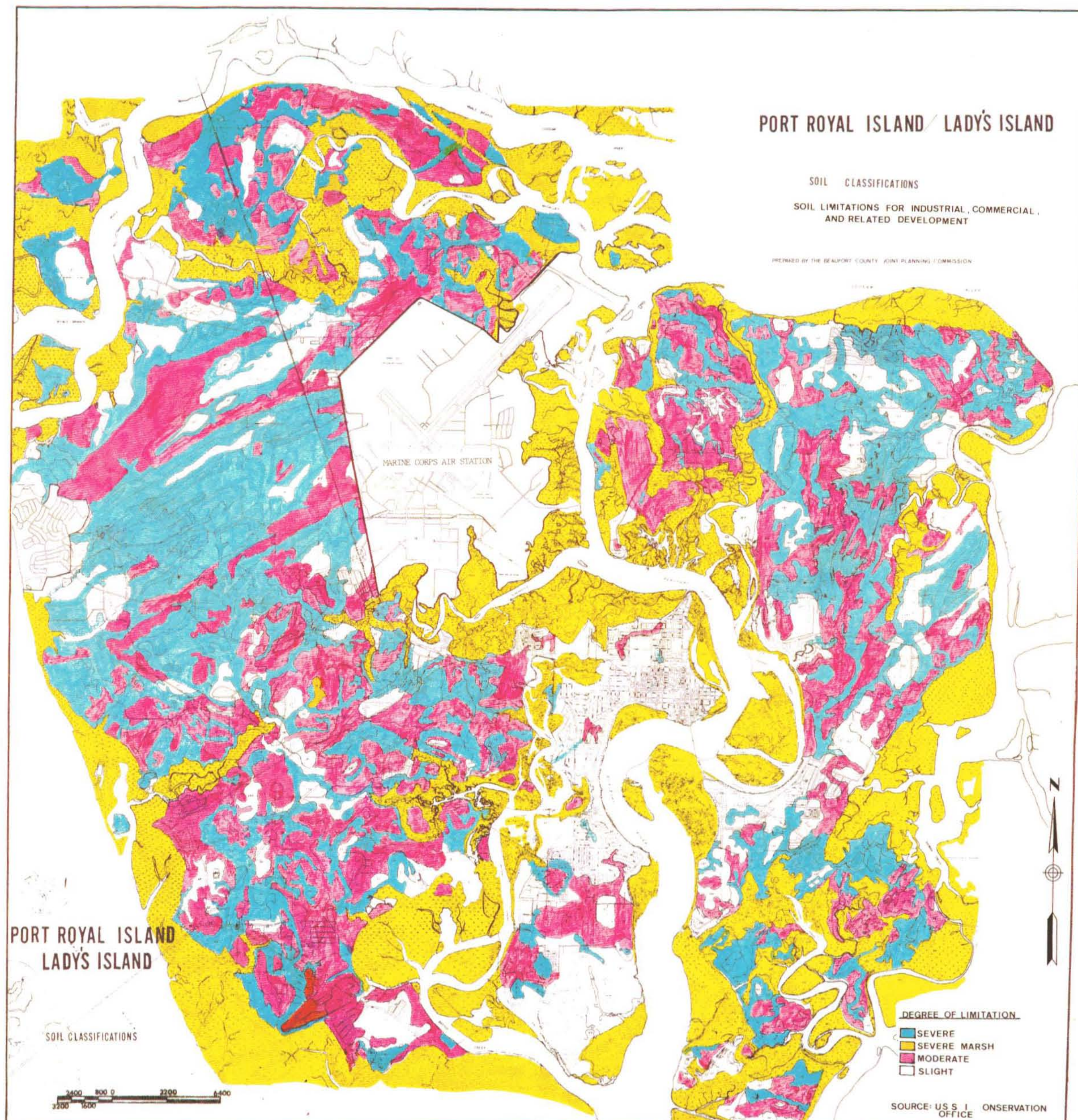
With few exceptions, the Map points out that existing development within and adjacent to Beaufort's City limits occupies the better soil areas. The nearby lands now vacant or in agricultural use, can be expected to be converted to urban use. It is on these lands the severity of existing soils is most critical.

It is necessary that all agencies and persons concerned with urban development in the Urbanizing Area realize the value of using the soil information in this section.

FLOOD CONDITIONS

Periodic floods are a natural and normal occurrence. Waters from time to time will overflow their banks and take possession of the natural floodplains. This inundation of inland floodlands occurs when varying amounts of water entering a stream channel is greater than the hydraulic capacity of that channel. While stream channels in the Beaufort area have this limitation, there are other limitations which make heavy flooding, and its resulting dangers, a greater possibility. Excessive rainfall on the relatively flat topography common to the area causes frequent flooding within and around Beaufort. Outlets, like those of the inland stream, with fall enough to adequately "take-off" flood waters do not exist in the Beaufort area. Also, as stated previously, the soils of the area heavily influence drainage as do the fluctuating tides. In addition a primary concern to this report is the usually damaging flooding caused by hurricanes.

**SOIL LIMITATIONS FOR
INDUSTRIAL, COMMERCIAL
AND RELATED DEVELOPMENT**



In October of 1970, the City of Beaufort became eligible in the Federal Flood Insurance Program which was born out of passage of the National Flood Insurance Act by Congress in 1968. In the ensuing years, the National Oceanic and Atmospheric Administration (NOAA) conducted scientific studies to identify Beaufort's flood hazard areas and probable levels of flooding. The study, published in May of 1977, summarized the City of Beaufort's principal flood problems as follows:

"The lower elevations of Beaufort are subject to tidal flooding with hurricane and tropical storms causing the most severe damage. Beaufort, being located on the Beaufort River, a large tidal estuary, is thus open to flooding from the Atlantic Ocean via both Port Royal Sound and St. Helena Sound. Local rainfall flooding is a much lesser problem and was not evaluated as part of this study.

Beaufort has experienced many hurricanes over the past century, the storms of 1893 and 1940 being among the most severe. The hurricane of August 15 - September 2, 1893, crossed the Georgia coast south of Savannah. Reported high tides ranged from 19.5 ft. msl at Savannah Beach to 8.5 ft. msl at Charleston, S. C.

A tide of 17 ft. msl was reported on Hilton Head Island. The hurricane that flooded Beaufort on August 11, 1940, was among the best documented of the major hurricanes that occurred up to that date. The storm crossed the South Carolina coast between Beaufort and the Georgia border. A tide of over 12 ft. msl was estimated at Beaufort. Much of the business area was flooded as the tide surge overtopped the sea wall along the river."⁴

Flood Records

The earliest recorded hurricane along the South Carolina coast occurred on September 16, 1700. Other early significant hurricanes were recorded in September, 1713, September 1728, September 1752, and September 1804. More recent hurricanes occurred in 1940, Hurricane Hazel in 1954, Hurricane Gracie in 1959, and Hurricane Donna in 1960. The main

hurricane season for Beaufort is in the summer and fall, from July through October.

Flood Occurrences

Records for the 260 year period, 1700 to 1960, show that at least 70 significant storms or hurricanes have affected the South Carolina coast. Of these, 14 occurred in the 18th century, 29 in the 19th century, and 28 in the 20th century. Fewer occurrences in the 18th century probably can be attributed to incomplete records, as records do not necessarily indicate an increase in the frequency. Table 2 lists damaging hurricanes along the South Carolina coastline from 1893 to 1960. Beaufort has not been impacted by a major hurricane since 1960.

Flood Hazard Area

Map 5 is the official Flood Plain Boundary Map for the City of Beaufort effective May 2, 1977. The map indicates as Zone A those areas that have a one-percent (1%) chance of being inundated by rising tidal waters in any given year. The level of this hypothetical 100 year storm has been determined from study to be 10.0 ft. mean sea level for the City. Presently there is both residential and commercial development in the flood plain. A large portion of the "Point" in the northeastern section of the City would be inundated by the 100 year flood. Other impacted areas are in the vicinity of the Beaufort Technical College campus, the First Boulevard area and the area around the City sewer treatment plant. Map 6 indicates the extent of the determined flood plain in the Port Royal Island/Lady's Island urbanizing area. In addition to the inconvenience, danger, economic loss, and heartaches caused to occupants of flood lands during floods, hurricane flood waters also cause disruption of utility and transportation systems; health and safety hazards; damages to businesses, homes and agricultural operations, and other economic losses. Many problems can be caused by seepage, sanitary sewer or septic tank system backup, erosion situation, and water pollution, as well as direct flooding and by the force of the moving flood waters. To address these concerns, the City adopted flood plain management regulations in May of 1977 to hopefully reduce future damages from flooding in these flood prone areas.

⁴Flood Insurance Study, City of Beaufort, South Carolina, NOAA, May 1977.

TABLE 2
DAMAGING HURRICANES TO THE SOUTH CAROLINA COASTLINE
(1893-1960 incl.)

Year	Date	(1) Location	Storm Tide Elevation (ft.)		(2) Lowest Barometer	n	n-0.5	Frequency % (4)
			MLW	MSL				
1954	10-15 (Hazel)	Myrtle Beach	17.8	15.5	28.47	1	0.5	0.73
1940	8-11	Beaufort	16.0	12.4	29.68 (3)	2	1.5	2.2
1893	8-28	Edisto Beach	14.2	11.2	29.10 (3)	3	2.5	3.7
1959	9-29 (Gracie)	Edisto Beach	11.6	8.6	28.08	4	3.5	5.1
1911	8-27/28	Charleston	10.5	7.9	29.30	5	4.5	6.6
1894	9-27/28	Charleston	9.6	7.0	29.11	6	5.5	8.1
1955	8-11 (Connie)	Myrtle Beach	8.6	6.3	29.27	7	6.5	9.6
1947	10-15	Charleston	8.6	6.0	29.44	8	7.5	11.0
1916	7-14	Charleston	8.5	5.9	28.98	9	8.5	12.5
1944	10-20	Charleston	8.4	5.8	29.22	10	9.5	14.0
1928	9-18	Charleston	8.2	5.6	28.90	11	10.5	15.4
1958	9-27	Myrtle Beach	7.6	5.3	29.05	12	11.5	16.9
1955	8-17 (Diane)	Charleston	7.8	5.2	29.52	13	12.5	18.4
1960	9-11 (Donna)	Charleston	7.6	5.0	29.08	14	13.5	19.8
1955	9-18/19 (Irene)	Charleston	7.0	4.4	29.72	15	14.5	21.3
1954	8-29/30 (Carol)	Charleston	6.8	4.2	29.64	16	15.5	22.8
1952	8-30	Charleston	6.6	4.0	29.66	17	16.5	24.3

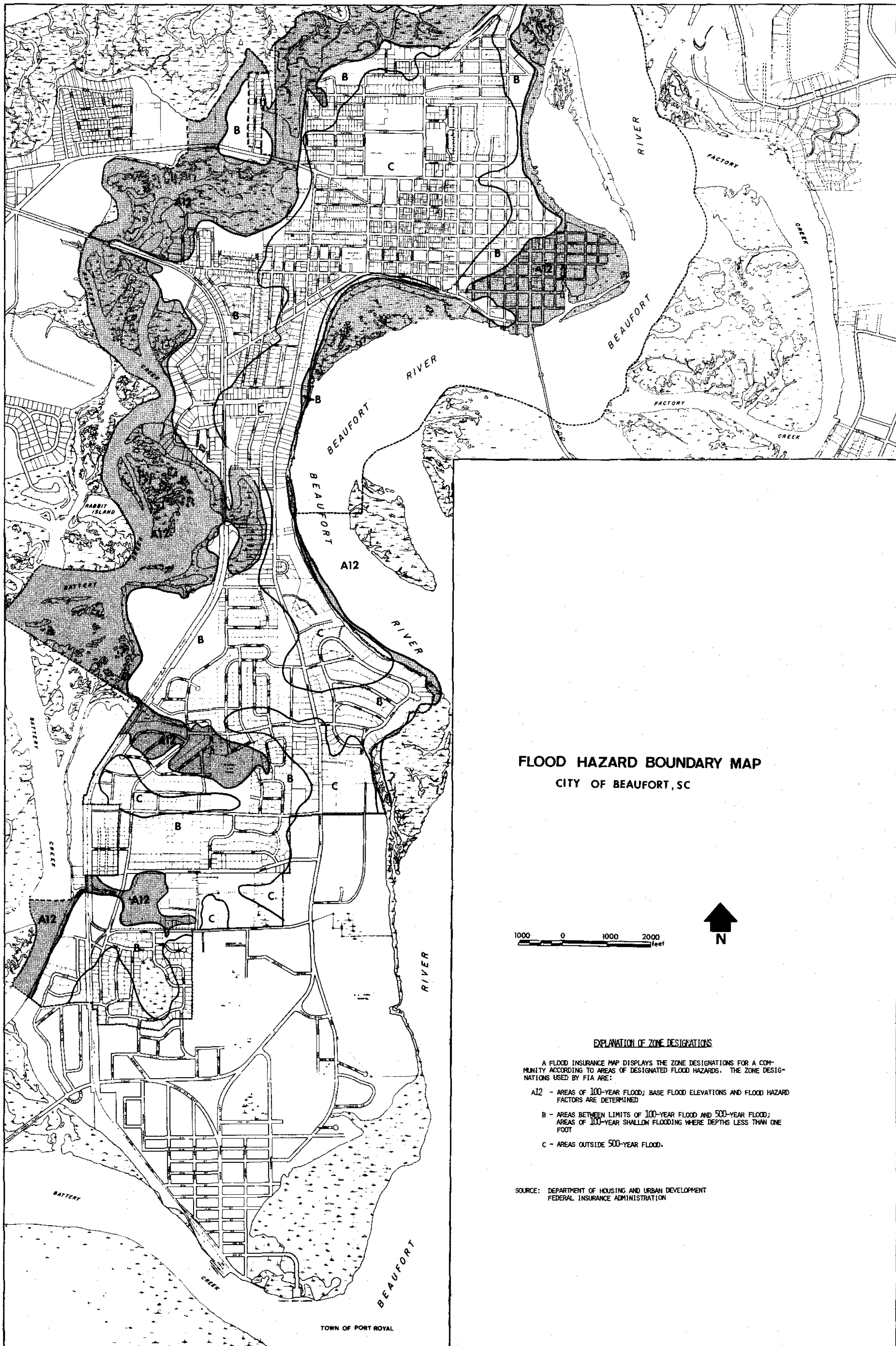
(1) Location of maximum tides experienced along South Carolina coastal reach:

(2) Lowest reading at or near the location of the maximum tide.

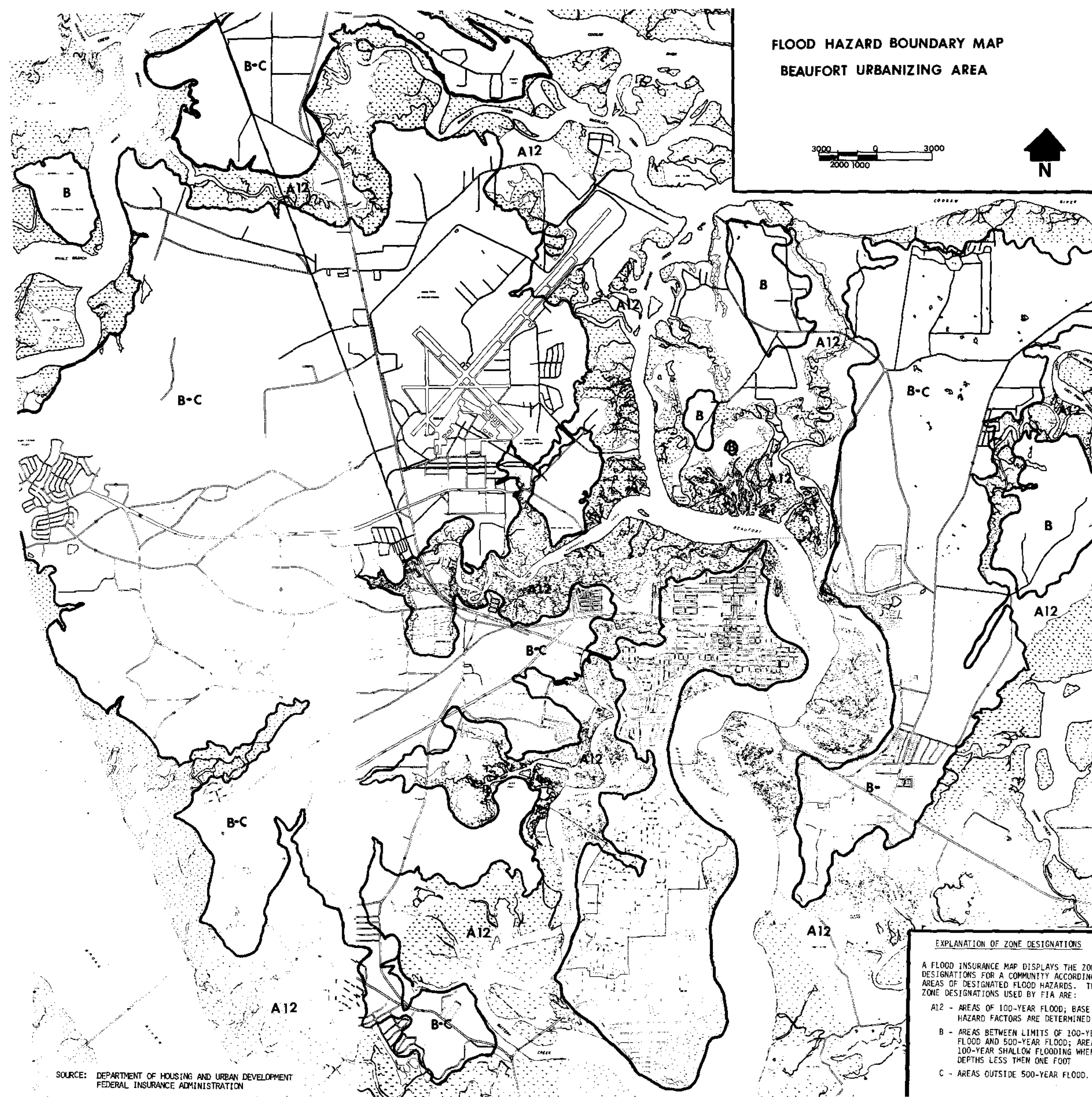
(3) Reading at Charleston.

(4) Based on formula: $F = \frac{100 (n-0.5)}{m}$, where n = order of surge tide magnitude, and m = total years of record (68).

FLOOD HAZARD AREAS — CITY OF BEAUFORT



FLOOD HAZARD AREAS
URBANIZING AREA



POPULATION AND ECONOMY

Population Analysis Demography

A basic part of the comprehensive development plan is an analysis of the economic and demographic characteristics of the Planning Area. The structure and vitality of the local economy has a direct bearing upon the size and composition of an area's population. Trends in population growth, in turn, provide the foundation for predicting future land use and community facilities demands.

The City of Beaufort has experienced an increase in population for each decade since 1930. Table 3 shows this trend, and compares the population of Beaufort County with the State of South Carolina for the same period.

A predominate population variable in Beaufort County is the military. Three military bases are located in the Beaufort area; Parris Island Marine Recruit Depot, U. S. Marine Corps Air Station, and the United States Naval Hospital.

The increase in the population observed for both the City and the County in the last four decades can be attributed for the most part to World War II, the Korean War and the Vietnam War. With the advent of World War II, Parris Island, located just south of Beaufort, began an enormous expansion of its recruit training func-

tion. In 1942, the U.S. Naval Air Station was commissioned and located just north of the City of Beaufort. At the end of World War II, the Naval Air Station was optioned over to Beaufort County to be used as a County Airport. During the Korean conflict the air field was reclaimed by the military and in 1960 it was named the Marine Corps Air Station.

Between 1950 and 1960 the County gained 17,194 persons and the City 1,217 residents. This population increase resulted from the permanent status gained by the military installations. The presence of these bases together with the area's mild climate has resulted in a substantial number of retired military persons locating in the area.

In the past 15 years the city's population increased by 3,588 for a high of 56.9%. This increase resulted primarily from annexations of areas surrounding the City. It is difficult to accurately calculate the population figures for City and County due to the military presence in the area. Military residents comprise a very transient sector of the population and the number stationed in the area fluctuates.

An inventory taken in May, 1978 indicates a total of (15,682) military personnel (excluding recruits) and their dependents for the three military installations in Beaufort County. The number of active duty military residents including recruits as of May, 1978 was 19,361

Table 3

POPULATION TRENDS 1930-1975

	<u>Beaufort City</u>	<u>Beaufort County</u>	<u>South Carolina</u>
1930	2,776	21,815	1,738,765
1940	3,185	22,037	1,899,804
%change	+14.7	+1.0	+9.3
1950	5,081	26,993	2,117,027
%change	+59.5	+22.5	+11.4
1960	6,298	44,187*	2,382,594
%change	+24.0	+63.7	+12.5
1970	9,434	51,136	2,590,509
% change	+49.8	+15.7	8.7
1975**	9,886	53,100	2,818,000
% change	+ 4.8	+3.8	8.8

Source: U. S. Bureau of the Census

* Part of Beaufort County, including Hardeeville, became a part of Jasper County in 1952.

** Estimates of the Population of South Carolina Counties and Metropolitan Areas: July 1975 - U.S. Bureau of the Census

POPULATION DISTRIBUTION

POPULATION DISTRIBUTION

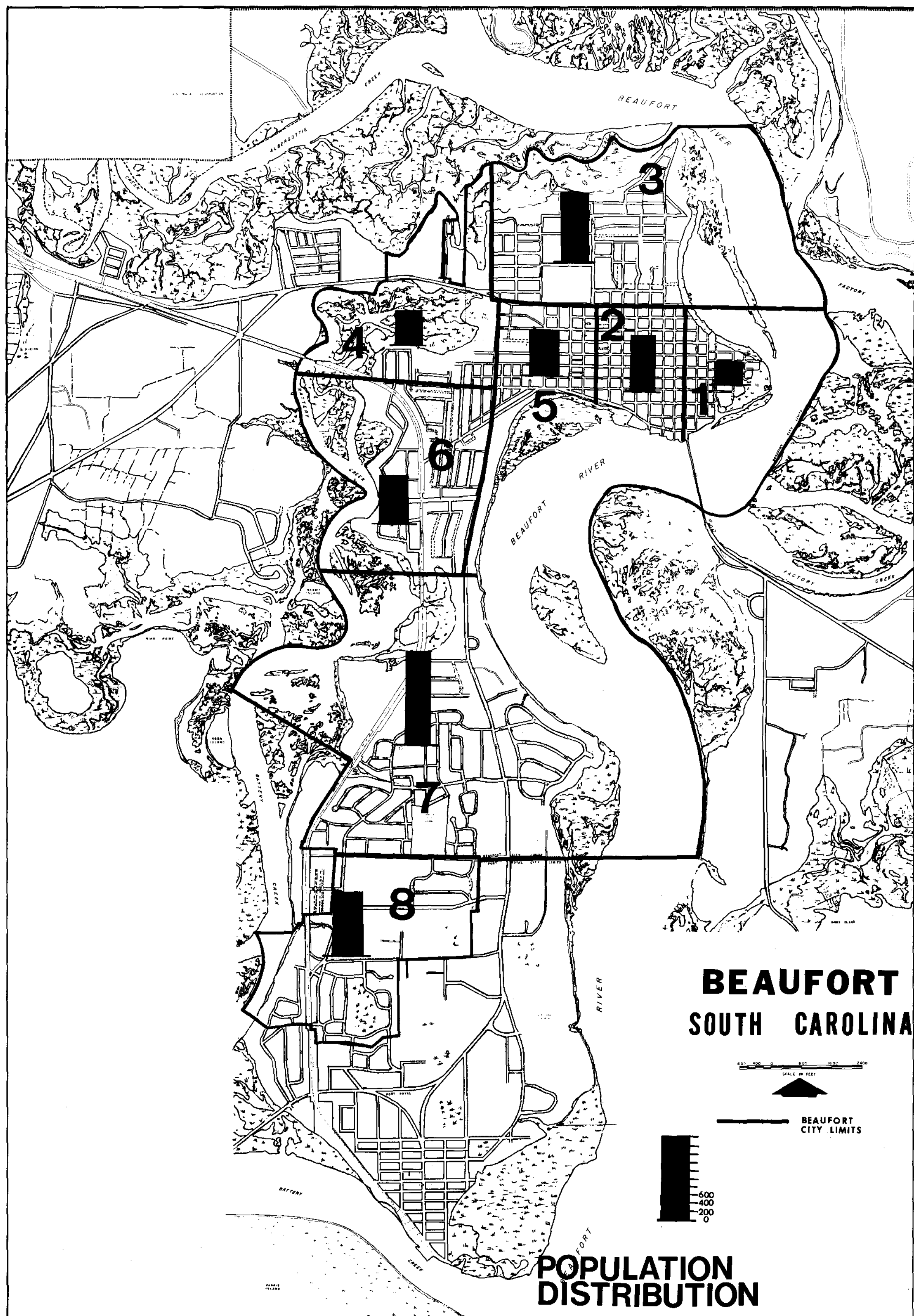


Table 4

NAVAL HOSPITAL

	Active Duty Military	Dependents
	336	502
	Civilian Personnel	Dependents*
	221	486
Totals	557	988

MARINE CORPS AIR STATION

	Active Duty Military	Dependents
	3,390	4,403
	Civilian Personnel	Dependents*
	633	1,392
Totals	4,023	5,795

PARRIS ISLAND MARINE RECRUIT DEPOT

	Active Duty Military	Dependents
	3,679	3,372
	Civilian Personnel	Dependents*
	1,076	2,367
Totals	4,755	5,739

Source: The respective military installations

* 1,076 Civilian personnel with an average of 2.2 dependents each, (based on an average of 3.2 persons per family)

Population by Race, Sex and Age

Census data indicates that in 1970 the City of Beaufort's population was 76.7 percent white or 6,969 persons while the non-white population constituted 23.3 percent or 2,195 persons. This compares to 33.8 percent of non-white population in the County and 30.7 percent in the State. Table 5.

The proportion of white to non-white population in the County has been steadily increasing. In 1960 white population outnumbered non-white for the first time, totaling 61.3% of the population. This percentage increase is due, in part, to the out migration of non-white residents during the 1950-1960 period.

The male/female ratio in the city in 1970 was 47.8 percent to 52.2 percent respectively and that of the County was 57.7 percent male to 42.3 percent female. Table 5.

In 1970, in the City of Beaufort, 40.2 percent of the population was 19 years old or younger, and elderly citizens of 60 years and older constituted 10.1 percent. This compares to 47.3 percent and 6.8 percent respectively for the County and 41.6 percent and 11.4 percent for the State. The median age for the city was 24 years of age, 20.8 in the County and 24.8 in the State. Table 6.

From the Table, it is evident that the greatest percentage of the population, both in the City and County was in the 15-24 year range. The presence of the military is greatly responsible for this statistic. The percentage in the age group for the County is significantly greater than for the City, indicating the City has less of a military profile than does the County.

Tenure of Residence and Migration

Census figures indicate that the population of the City and the County is highly transient.

Table 5
RACE AND SEX DISTRIBUTION 1970

	Beaufort City	Beaufort County	South Carolina
Total population	9,434	51,136	2,590,516
Male	4,508	29,517	1,272,087
Female	4,926	21,619	1,318,429
Percent Male	47.8%	57.7%	49.1%
Percent Female	52.2%	42.3%	50.9%
Non-white			
Male	1,018	8,981	380,514
Female	1,177	8,291	415,572
Percent Non-white	23.3%	33.3%	30.7%
Total non-white	2,195	17,272	796,086
White			
Male	3,490	20,536	891,573
Female	3,749	13,328	902,857
Percent white	76.7%	66.2%	69.3%
Total white	7,239	33,864	1,794,430

Source: U.S. Census of Population 1970

Table 6
AGE DISTRIBUTION

Age	Beaufort City		Beaufort County		South Carolina	
	Number	Percent	Number	Percent	Number	Percent
0 - 4	873	9.2	4,805	9.4	235,764	9.1
5 - 9	900	9.5	5,052	9.9	269,242	10.4
10 - 14	1,000	10.6	5,036	9.8	282,703	10.9
15 - 19	1,016	10.8	9,310	18.2	280,881	10.8
20 - 24	1,154	12.2	8,519	16.7	238,202	9.2
25 - 29	580	6.1	3,304	6.5	174,904	6.8
30 - 34	497	5.2	2,684	5.2	145,341	5.6
35 - 39	469	5.0	2,202	4.3	141,520	5.5
40 - 44	519	5.6	1,848	3.6	144,480	5.6
45 - 49	578	6.1	1,815	3.5	146,165	5.6
50 - 54	445	4.7	1,599	3.1	130,954	5.0
55 - 59	446	4.7	1,467	2.9	114,088	4.4
60 - 64	316	3.3	1,209	2.4	95,312	3.7
65 - 69	244	2.6	966	1.9	74,257	2.9
70 - 74	183	2.0	603	1.2	50,967	2.0
75 and over	214	2.3	717	1.4	65,736	2.5
All ages	9,434	100.0%	51,136	100.0%	2,590,516	100.0%
Median age	24.0		20.8		24.8	

Source: U. S. Census of Population 1970

Table 7

TENURE OF RESIDENCE: BEAUFORT AND BEAUFORT COUNTY 1965 - 1970

Residence in 1965	Beaufort City		Beaufort County	
	Number	Percent	Number	Percent
Total population, 5 years and older	8,545		46,410	
Same house	3,738	43.7	15,197	32.7
Different house in U.S.	4,125	48.2	25,488	54.9
Same County	1,678	19.6	6,303	13.5
Different County	2,447	28.6	19,185	41.3
Same State	535	6.2	1,439	3.1
Different State	1,912	22.3	17,746	38.2
Northeast	354	4.1	4,688	10.1
North Central	452	5.2	2,472	5.3
South	860	10.0	8,447	18.2
West	246	2.9	2,139	4.6
Abroad	167	1.9	1,113	2.4
Moved, 1965 residence not reported	515	6.0	4,612	9.9

Source: U.S. Census of Population, 1970

Table 8

POPULATION MIGRATION TRENDS 1950 - 1970

	1950 - 1960		1960 - 1970	
	Number	Percent	Number	Percent
City of Beaufort			3,136	49.8
Beaufort County	12,738	40.5	2,815	6.5
South Carolina	-222,000	-10.5	-149,414	-6.3
United States	2,537,000	1.7	3,020,000	1.7

Source: U.S. Department of Commerce, Bureau of the Census, 1971

Table 9

POPULATION MIGRATION BY RACE: BEAUFORT COUNTY 1960 - 1970 (Population change)

	Net Migration	
	Number	Percent
Beaufort County		
White	2,815	6.4
Non-White	5,406	20.0
	-2,591	-15.1

Source: U. S. Department of Commerce, Bureau of the Census, 1971

The majority of the out-migration population from the County was non-white. Between 1960 and 1970 the County experienced out-migration of the non-white citizen of 15.1 percent and net immigration of white population of 20 percent. Table 9.

An analysis of the migration by age distribution for Beaufort County indicates that the age group with the largest proportion of out-migration was in the 25-29 years of age. This constitutes a net out-migration rate of 58.8 percent. These are individuals who would have contributed considerably to Beaufort's economy. This loss indicates that there was better economic opportunity elsewhere. Again we see the largest immigration rate in the 15-24 year group. This further points to the military influence in this County. Table 10.

EDUCATION

Educational attainment in our modern day society largely affects the family's income. Without sound education, the occupational ladder becomes limited. The number of persons, in the City of Beaufort in 1970, 25 years and over with no school years completed was 48 or 1.0 percent, as compared to 3 percent in Beaufort County and 2.6 percent in South Carolina. The number of school years completed of persons 25 years and over is shown in Table 11.

Median school years completed in Beaufort in 1970 was 12.3 in the County it was 12.0 and 10.5 Statewide.

Table 11 indicates that the City of Beaufort leads both the County and State in the number of post high school years completed.

ECONOMIC CHARACTERISTICS

The character and composition of any area depends largely on the economy in the area. Employment opportunity and income are the most important factors in determining the style and standard of living the citizens of any locale enjoy.

Factors relating to employment and income are presented in the following sections.

INCOME

The 1970 census figures indicate that the median income for the City of Beaufort was \$7,810 while the per capita income was \$2,672.

This compares to the median income in the County of \$6,590 and \$7,621 statewide. Per capita income for the County and State were \$2,243 and \$2,033 respectively. The median income for all families and unrelated individuals in the City was considerably lower than for all families alone. This figure in 1970 was \$6,390.

Table 10

NET MIGRATION OF THE POPULATION 1960 - 1970 FOR BEAUFORT COUNTY

Age in 1970	Total	Male	Female	Migration Rate		
				Total	Male	Female
All ages	-4,316	-1,556	-2,760	- 7.8	5.0	-11.3
0 - 4	-1,126	- 568	- 558	- 19.1	-19.1	-18.9
5 - 9	-2,245	-1,165	-1,080	- 30.8	-30.8	-30.7
10 - 14	-1,505	- 732	- 773	- 23.0	-21.9	-24.2
15 - 19	+4,212	4,291	- 79	82.6	164.0	- 3.2
20 - 24	+4,661	4,172	489	120.8	218.2	25.1
25 - 29	-4,724	-4,704	20	- 58.8	- 73.2	1.3
30 - 34	-2,222	-1,905	- 317	- 45.3	- 57.7	-19.8
35 - 39	- 881	- 545	- 336	- 28.6	- 33.8	-22.8
40 - 44	- 602	- 401	- 201	- 24.6	- 31.5	-17.1
45 - 49	- 317	- 166	- 151	- 14.9	- 16.5	-13.4
50 - 54	- 71	- 91	20	- 4.3	- 10.7	2.4
55 - 59	182	78	104	14.2	12.6	15.6
60 - 64	215	100	115	21.6	22.1	21.2
65 and over	107	120	- 13	16.0	43.3	- 2.0

Source: E. D. McLean, Reference Tables: Net Migration 1960 - 1970, by Age, Sex and Race for South Carolina Counties. June 1976.

Table 11
1970 EDUCATIONAL ATTAINMENT
Beaufort City, Beaufort County, and South Carolina

	Beaufort City	Beaufort County	South Carolina
Total persons 25 and over	4,491	18,521	1,283,837
No school years completed	48	551	33,786
Percent	1.0	3.0	2.6
Elementary			
1 - 4 years	193	1,470	121,976
Percent	4.2	7.9	9.6
5 - 7 years	389	2,222	221,785
Percent	8.6	12.0	17.3
8 years	302	1,163	111,080
Percent	6.7	6.3	8.7
High School			
1 - 3 years	899	3,800	309,929
Percent	20.0	20.5	24.2
4 years	1,209	5,096	264,070
Percent	26.9	27.5	20.6
College			
1 - 3 years	660	2,021	106,092
Percent	14.6	10.9	8.3
4 years or more	795	2,198	11,520
Percent	17.7	11.7	8.7
Median school years completed	12.3	12.0	10.5

Source: U.S. Census of Population, 1970

Excluding the military personnel, in 1970 there were 17 percent of families below poverty level in the City and only 3.5 percent received public assistance. In the County, the number was 24.0 percent and only 3.5 percent received public assistance. The total number below poverty level in the State was 19 percent.

As shown in Table 12, in 1970 there were 743 families or 29.5 percent with incomes less than \$5,000 in the City. In the County 34.9 percent of families earned less than \$5,000 and 29.5 percent of families statewide. 2.3 percent of all families in the City show an income of \$25,000 or more.

Table 12 taken from 1970 Census of Population includes military citizens, whose income tends to be higher than that of the local residents. Because of that, the figures shown below are inflated.

EMPLOYMENT AND OCCUPATION

Employment and labor force data indicate that both the City of Beaufort and Beaufort County economies are comprised of nonmanufacturing employment. However, the importance of manufacturing is increasing while agriculture is declining.

Table 12
DISTRIBUTION OF INCOME
Beaufort City, Beaufort County, South Carolina 1970

	Less than \$5,000		5,000 - 7,999		8,000 - 9,999		10,000 - 14,999		15,000 - 24,999		\$25,000 or more	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Beaufort	743	29.5	543	21.5	363	14.4	504	20.0	295	11.7	59	2.3
Beaufort Co.	3,593	34.9	2,639	25.6	1,215	11.8	1,722	16.7	818	7.9	299	2.9
S. C.	185,555	29.5	147,009	23.3	87,981	14.0	138,573	22.0	56,213	8.9	13,358	2.1

Source: U.S. Department of Commerce, Bureau of Census, 1972

In the City, out of 3,125 persons 16 years old and older employed, only 27 are considered as farm laborers. Thus, we can safely say that the City is 100 percent urbanized.

Between 1954 and 1964, the number of farms in Beaufort County declined by 60.7 percent, and by 54.7 percent statewide.

From 1960 to 1967 agricultural employment in Beaufort County declined from 2,040 persons to 900, a drop of 55.9 percent. This trend has continued, but at a slower rate.⁵

1970 census figures indicate that 84.7 percent of the male population sixteen years and older in the City participated in the labor force, and 43.8 percent of the female population. These figures indicate a healthy employment pattern. Unemployment for those in civilian labor force in 1970 was 6.2 percent. Table 13.

⁵ Population and Economy - Beaufort City 1970. Prepared by Community Planning Division, Office of the Governor, South Carolina.

In Beaufort County in 1975, 289 more persons were employed in manufacturing than in 1970, showing a substantial increase in this activity. In wholesale and retail trade the increase was 646 persons or a change of 32.9 percent.

More than 39 percent of the City's labor force in 1970 was employed by the government, and 9.4 percent were self employed. Table 14.

Recent unemployment statistics for the County show an average unemployment rate for 1975 of 7.8 percent and for 1976 the rate was 8.9. This rate is higher than the national average of 6.7 percent. (South Carolina Employment Security Commission, Beaufort, South Carolina).

The City of Beaufort's economy is comprised chiefly of non-manufacturing employment. Manufacturing in the City and County employed 6.6 and 9.0 percent of the total working population respectively. 24.4 percent of the City's working population worked in professional, educational, and related fields, while 15.2 percent worked in public administration. This compares to 13.4 percent and 12.8 percent for respective categories in the County. The City, being the County's seat, and one hundred percent

Table 13

EMPLOYMENT STATUS
Beaufort City and Beaufort County

	Beaufort City	Beaufort County
Total 16 years old and over	6,469	35,235
Total Labor Force	4,061	24,465
Percent of total in labor force	64.2	69.4
Civilian labor force	3,334	11,563
Employed	3,125	10,939
Unemployed	209	624
Percent of civilian labor force unemployed	6.2	5.4
Not in labor force	2,408	10,770

Source: U. S. Bureau of the Census 1970

Table 14

CLASS OF WORKERS 1970. BEAUFORT CITY

	Number	Percent
Total employed 16 years and over	3,125	100.0
Private wage and salary workers	1,683	53.9
Government workers	1,133	36.3
Self employed	296	9.4
Unpaid family workers	13	0.4

Source: U. S. Bureau of Census 1970.

Table 15

EMPLOYMENT BY INDUSTRY: 1970 BEAUFORT AND BEAUFORT COUNTY

	Beaufort City		Beaufort County	
	Number	Percent	Number	Percent
Total employed				
16 years and older	3,125	100.0%	10,939	100.0%
Construction	203	6.5	903	8.2
Manufacturing	206	6.6	994	9.0
Transportation	62	2.0	283	2.6
Communication, utilities				
and sanitation services	85	2.7	213	2.0
Wholesale and Retail Trade	735	23.5	1,962	18.0
Finance, insurance,				
business and repair	180	5.7	684	6.2
Professional, educational				
and related services	763	24.4	1,463	13.4
Public Administration	477	15.2	1,402	12.8
Other industries	414	13.2	3,035	27.7

Source: U. S. Bureau of the Census 1970.

Table 16

EMPLOYMENT BY INDUSTRY 1975; BEAUFORT COUNTY

	Average Monthly Employment	Total Annual Payroll	Average Weekly Wage
Industry:			
Total all industries	9,564	67,376,490	135.00
Manufacturing	1,283	7,947,537	119.00
Nonmanufacturing	8,278	59,428,953	138.00
Contract Construction	1,156	9,819,532	
Transportation, Communication and public utilities	382	3,041,543	153.00
Wholesale Trade	209	1,660,849	153.00
Retail Trade	2,399	12,647,248	101.00
Finance, Insurance and Real estate services	2,447	15,857,734	125.00

Source: Covered Employment in South Carolina Counties, 1975.
Unemployment Compensation Division of the South
Carolina Employment Security Commission.

Table 17

OCCUPATION 1970. BEAUFORT CITY, BEAUFORT COUNTY, SOUTH CAROLINA

	<u>Beaufort</u>	<u>Beaufort County</u>	<u>South Carolina</u>
Total employed 16 years and over	3,125	10,939	964,109*
Professional and Technical	641	1,436	104,191
Percent of Labor force	20.5	13.1	10.8
Administrators and managers	437	1,146	65,734
Percent of labor force	14.0	10.5	6.8
Clerical and kindred	552	1,589	115,618
Percent of labor force	17.6	14.5	12.0
Craftsmen and foremen	320	1,383	137,060
Percent of labor force	10.2	12.6	14.2
Other professionals	1,175	5,385	541,506
Percent	37.6	49.2	56.1

* Employment data for the state includes 14 and 15 year old citizens who are part of the labor force

Source: Bureau of the Census. 1970

Table 18

RETAIL TRADE TRENDS 1967 and 1972
Beaufort City, Beaufort County and County less the City

	<u>1967</u>		<u>1972</u>		<u>Change</u>	
	<u>All establishments</u>		<u>All establishments</u>		<u>1967 - 1972</u>	
	<u>Sales in 1000</u>		<u>Sales in 1000</u>		<u>Number</u>	<u>Percent Sales</u>
Beaufort City	140	22,870	199	42,495	59	85.8%
Beaufort County	275	34,938	402	83,439	127	138.8%
Remainder of County	135	12,068	203	40,449	68	235.0%

Source: U.S. Bureau of the Census 1970

Table 19

RETAIL TRADE 1972
Kind of Business

	All establishments		Building, hardware, garden supplies mobile home dealers		General merchandise		Food stores		Auto dealers		Gasoline service	
	Number	Sales*	Number	Sales	Number	Sales	Number	Sales	Number	Sales	Number	Sales
Beaufort County	402	83,439	17	8,588	9	6,788	68	17,987	34	18,092	47	5,814
Beaufort City	199	42,495	12	5,090	6	D**	23	D	16	7,625	20	2,668
Remainder of County	203	40,944	5	3,498	3	D	45	10,050	18	10,467	27	3,146

Apparel & Accessories		Furniture home furnishings and equipment stores		Eating and Drinking		Drug stores and proprietary stores		Miscellaneous Retail Sales	
Number	Sales	Number	Sales	Number	Sales	Number	Sales	Number	Sales
27	3,784	28	5,235	65	7,337	7	1960	100	7,854
17	2,320	19	3,190	31	2,729	5	D	50	3,931
10	D	9	D	34	D	2	D	50	D

*Sales in 1000

**D = establishments withheld information to avoid disclosure

Source: 1972 Census of Retail Trade

urbanized, employs professional people and skilled labor to carry out its functions. The second largest activity in the city in 1970 was wholesale and retail trade, which accounted for 23.5 percent of the labor force. Table 15.

1975 statistics for the County indicate an average monthly employment of 9,564 persons with total annual payroll of \$67,376,490. Table 16.

The greatest number of workers in the City were professional, technical and administrative, totaling 1,078 persons or 34.5 percent of the labor force. Only 85 out of 437 administrative and management positions were held by female population.

Table 17 shows occupation characteristics for the City in comparison to the County and the State.

From the table we can see that the City of Beaufort leads both the County and the State in the number of workers employed in professional, technical, administrative and clerical jobs. This again points to Beaufort City as the commercial and service center of the County.

ECONOMIC ACTIVITIES BY SECTOR

Nonmanufacturing

Nonmanufacturing constituted more than 90 percent of the City and County's employment in 1970. Nonmanufacturing activity in both the City and County is almost entirely oriented to local demand. Its total income circulates primarily within the community and it does not draw revenues from other centers. However the three military installations located within the County, together with the County's mild climate and recreational attractions, draw many military and other retirees and vacationers to the area, thus, additional revenue is derived from outside the County.

Retail

The Beaufort Central Business district and Beaufort Plaza on Highway 21 serve the majority of population in the County and are easy to reach destination points. Although important to the County, Beaufort merchants are finding it difficult to compete with much larger retail centers in Savannah and Charleston.

The 1972 Census of Retail Trade indicated that there were 199 retail establishments

in the City of Beaufort with sales of \$42,495,000. This is an increase of 59 establishments since 1967 with an increase in sales of 85.5 percent. Table 18.

While the number of establishments in the City has increased substantially, the resident population and personal income of the County did not increase enough to merit these large retail increases. These increases have been attributed to increase in the number of tourists in this area. This observation has been confirmed by the City's Chamber of Commerce and by Lawrence A. Alexander and Company, Inc. in their study of the downtown waterfront project in 1975. Table 19 shows the types of businesses which comprise the retail sector in the City.

Retail trade in the City should increase significantly in the future as the renovation of the waterfront is continued. The waterfront project, now completed, is estimated to increase shoppers goods expenditure by approximately 30 to 50 percent by 1980 and up to 244 percent by 1990. Sales are anticipated to increase by about 28 percent by 1980 and for 1990 increase in the range of 78 to 87 percent is predicted.⁶

These increases will largely depend on functional and aesthetic improvements, the diversification of the activity base and the quality of goods available in the downtown.

Wholesale

Between 1967 and 1972 the number of wholesale establishments increased by 13 in the City. The total sales increased by 185.5 percent. For the County the sales increased 137 percent, between 1967 and 1972. Table 20.

Table 21 shows wholesale trade by type of businesses included in this category.

Selected Services

Selected services include such activities as entertainment, personal, hotels, motels and repair businesses. Table 22 shows that in the City there were 30 more selected service businesses in 1972 than in 1967. The receipts also increased by as much as 152 percent.

Selected services tend to concentrate in larger cities and will grow in proportion to the overall growth in the community. Unless the Beaufort area clearly establishes itself as the

⁶ Lawrence A Alexander and Co., Inc. -Beaufort, South Carolina, Downtown Planning Program, 1975.

trade center of the Lowcountry, it is likely that growth of these types of services will decrease in the future.

Table 20

WHOLESALE TRADE TRENDS 1967 and 1972

	1967		1972		Change 1967 - 1972	
	Number of all establishments	Sales in 1000	Number of all establishments	Sales in 1000	Number	Percent of Sales
Beaufort City	12	4,225	25	12,120	13	185.5%
Beaufort County	28	10,156	49	24,070	21	137.0%
Remainder of County	16	5,931	24	11,950	8	101.4%

Source: 1972 Census of Wholesale Trade

Table 21

WHOLESALE TRADE 1972

	All establishments	Sales in 1000	Merchant wholesaler		Other operating types	
			Number of establishments	Sales	Number of establishments	Sales
Beaufort County	49	24,070	43	20,943	6	3,127
Beaufort City	25	12,120	22	NA	3	NA
Remainder of County	24	11,950	21	NA	3	NA

NA - Not Available

Source: 1972 Census of Wholesale Trade

Table 22

SELECTED SERVICE TRENDS 1967 and 1972

	1967		1972		Change 1967 - 1972	
	Number	Receipts*	Number	Receipts	Number	Percent
Beaufort City	96	2,459	126	6,198	30	152.0%
Beaufort County	165	6,292	264	14,841	99	135.8%
Remainder of County	69	3,833	138	8,643	69	125.5%

*Receipts in 1000

Source: 1972 Census of Selected Service Industries

Table 23
SELECTED SERVICE BY TYPE OF BUSINESS

	All establishments		Hotels, motels, camps and tourist parks		Automotive repair services and garages	
	Number	Receipts	Number	Receipts	Number	Receipts
Beaufort County	264	14,841	34	5,526	25	836
Beaufort City	126	6,198	14	D	13	595
Remainder of County	138	8,643	20	4,487*	12	241

	Miscellaneous repair services		Amusement recreation services, including motion pictures		Legal services	
	Number	Receipts	Number	Receipts	Number	Receipts
	38	732	22	909	15	2,212
	18	D	11	D	11	2,092
	20	375**	11	590*	4	120

*minus one establishment in Port Royal which withheld information to avoid disclosure

**minus three establishments in Port Royal which withheld information to avoid disclosure

Source: 1972 Census of Selected Service Industries

Table 23 shows the kind of businesses which existed in this area in 1972.

Manufacturing

The growth in manufacturing in the City and the County has been slow. The 1975 South Carolina Industrial Directory lists seven manufacturing establishments in Beaufort, employing 467 persons. This is an increase of 261 persons since 1970.

For the County, the April, 1979 Industrial Directory shows nineteen establishments which employ a total of 1715 persons, an increase of 721 persons from 1970.

Until 1967 food and kindred, lumber and wood, clay and glass products completely dominated the manufacturing sector of Beaufort County's economy. Since then, industrial diversification has become apparent.

Plans have been announced by the Chicago Bridge and Iron Company (CBI) to locate on Victoria Bluff across from Hilton Head Island. Despite opposition from environmental groups and some area citizens, the U. S. Army Corps of Engineers has issued a permit to CBI to begin construction of a metal fabrication plant.

While the exact impact on the County's economy from CBI is not available, the company is expected to draw heavily from the local labor pool.

SUMMARY

It is difficult to summarize past population and economic trends in the City and County. For decades these trends have been based upon transient military personnel. Thus, City and County received marginal civilian growth. The presence and the effect of the military population has had greater influence in the County than in the City. Military citizens concentrate near the City due to its closeness to military installations and the availability of cultural activities, commercial activities, entertainment and available housing.

It is important to realize that the community cannot always depend on the existence of a military installation to provide a large amount of the economic foundations for the area. Local officials and business leaders must begin to seek out and attract new and diversified manufacturing and light industrial activities.

In the past, population and economic growth has been relatively slow in the City of Beaufort. The vast majority of growth has occurred outside the incorporated limits of the City. This trend is expected to continue, however, moderate economic gains are expected in the near future due to the rehabilitation of the waterfront.

POPULATION AND ECONOMIC PROJECTIONS

The population of Beaufort City has been steadily increasing. Annexation was the major factor contributing to the 49.8 percent population growth in the City between 1960 and 1970. Changes in military activities in the area also influence the population fluctuation in the City, although its effect is much greater in the outlying areas than in the City itself.

Any increase in population in the near future will result from natural growth and annexation into the City. The availability of large tracts of vacant land in the existing City limits of Beaufort

Table 24

Population Projections

Year	City of Beaufort	Lady's Island	Unincorporated Port Royal Island **	Beaufort County ***
1970	9,482	2,211	16,421	51,136
1975	10,321	2,717	18,843	59,448
1980	10,506	3,053	20,648	66,433
1985	10,721	3,345	21,656	72,569
1990	10,983	3,795	22,770	78,992
1995	11,542	4,210	23,858	85,831
2000	11,967	4,438	25,015	92,393

*Within the present city limits

**Including Laurel Bay and MCAS

***Including Laurel Bay, MCAS and Parris Island

Source: Beaufort County Joint Planning Commission, 1977.

is almost nonexistent thus preventing any meaningful increase in population.

There are several standard population projection techniques which are available for planning purposes.

Two reliable but different methods were utilized in projecting the city and county population. The exponential curve formula method assumes a constant rate of change per unit of time. The second method, regression analysis, establishes growth patterns based on past population data, taking into account and normalizing deviations from the mean.

Based on these two methods, population projections were developed. The projections assume a declining rate of military personnel and their dependents at MCAS and Laurel Bay Housing to the year 1985. From then on they are held at a constant rate of 7,500. Table 24.

As of August 1977, 7,988 military personnel and their dependents resided at the Air Station and Laurel Bay Housing Project.

ECONOMIC PROJECTIONS

Beaufort City experienced a healthy economic growth between 1960 and 1972. Retail trade, manufacturing and services have all increased substantially - see section Economic Characteristics. The downtown Beaufort area, with completion of the Waterfront Project, should exhibit a fundamental economic strength.

With the projected increase in retail trade, shoppers goods expenditures are expected to increase by approximately 30 to 50 percent by 1985. This substantial increase will result from the moderate increase in population combined with a real personal income increase.

In 1972, shoppers goods expenditures by county residents totalled about \$22 million. Of this total, approximately 27 percent or \$6 million was spent downtown. Another \$500,000 of downtown's total shoppers goods sales came from tourists and residents of surrounding counties.

The demand for convenience goods, comprised of retail merchandise sold in food stores and drug and proprietary stores, will also increase.

Convenience goods expenditures for the downtown area were developed in Table 25.

Basically, Table 25 shows that downtown will increase its convenience goods sales by 40 percent between 1972 and 1980, and a 140% increase in 1990 over the 1972 level. Additional sales will come from boaters using the Intracoastal Waterway and tourists.⁷

With the increase in retail sales in the downtown area, employment will also increase. It is estimated that by 2000 there will be 11% more persons employed in the CBD than in 1970.

Another area likely to grow in retail sales is the strip commercial district along Highway 21 and Highway 281-Ribaut Road.

The employment along Highway 21 is estimated to increase from 1,061 persons in 1970 to 1,312 in 2000, and along Ribaut Road from 231 in 1970 to 296 in 2000. For the City as a whole the increase in employment in retail sales will increase by 613 persons.

A major economic and population growth is expected to occur in the urbanizing areas of unincorporated Port Royal Island and Lady's Island surrounding the City.

The northern part of Port Royal Island contains the Beaufort Industrial Park and is served by rail. Both factors are important in attracting new industries. Due to its location, near an urban center and a military installation, and the availability of industrial and residential land, this portion of the County is likely to experience continued growth.

The southern part of Port Royal Island, known as the Burton/Shell Point area, is also expected to grow considerably. Already a majority of the area is suburban in character. Battery Creek High School has attracted many families. In addition, the proximity to military installations, the availability of subdivided residential land and the proximity to the City of Beaufort and the Town of Port Royal will generate population and economic growth in this area.

It is estimated that the number of persons employed in retail sales in unincorporated Port Royal Island, and excluding the military bases will increase from 1,393 in 1970 to 2,896 in 2000, an increase of 48 percent.

Lady's Island is expected to receive spin-off growth from the City of Beaufort in the form of build-up of existing residential developments, further residential subdivision and neighborhood commercial areas. Currently water lines are

⁷ Beaufort, South Carolina Downtown Planning Program. Lawrence A. Alexander and Co., Inc. 1975.

being extended to this area and construction has begun on a new bridge between the Island and the Town of Port Royal.

Employment in retail sales will increase 63% from 287 in 1970 to 458 in 2000. An important factor in generating economic growth in the study area is tourism. While the Beaufort area has always been an area of significant historical interest, the rapid growth of tourism in the County is a relatively

recent phenomenon. A recent study prepared by the South Carolina Department of Parks, Recreation and Tourism (PRT) indicates that in the past five years the number of visitors to Beaufort County has increased almost 200% and Hilton Head Island alone has a 400% increase in the same period of time. Data for the City of Beaufort alone is not available. The following tables present a good picture of the growth in the tourist industry and dollars spent by visitors in this area.

Table 25

DOWNTOWN BEAUFORT - PROJECTED CONVENIENCE GOODS
GOODS SALES IN 1972 DOLLARS

	1972	1980	1990
Goods Expenditures	20,400,000	29,000,000	49,000,000
Downtown Capture Rate (%)	9.8	9.8	9.8
Sales Generated	2,000,000	2,800,000	4,808,000

Source: Lawrence A. Alexander and Company Inc., 1975.

Table 26

GROWTH IN NUMBER OF RESORT GUEST/VISITORS

<u>Year</u>	<u>Hilton Head Island</u>	<u>Beaufort County</u>	<u>Total</u>
1972	72,223	136,421	208,644
1973	112,068	158,768	270,836
1974	194,361	184,131	378,492
1975	265,392	213,211	497,103
1976	389,682	226,267	615,949

Source: South Carolina Department of Parks, Recreation and Tourism

Table 27

ESTIMATED DOLLARS SPENT BY RESORT GUEST/VISITORS

<u>Year</u>	<u>Hilton Head Island</u>	<u>Beaufort County</u>	<u>Total</u>
1972	10,591,022	4,579,901	15,170,923
1973	21,928,816	5,060,496	26,989,312
1974	35,243,068	9,892,778	45,135,856
1975	48,977,957	12,076,756	61,054,713
1976	75,779,848	12,004,728	87,784,576

Source: (same as above)

TABLE 28

NON RESIDENT TRAVELER PARTIES BY ANNUAL INCOME GROUPING (1976)

	<u>Under \$5,000</u>	<u>\$5,001 9,000</u>	<u>\$9,001 15,000</u>	<u>\$15,001 20,000</u>	<u>\$20,001 25,000</u>	<u>Over \$25,000</u>
South Carolina	2.8%	13.3%	22.0%	20.4%	17.5%	24.0%
Hilton Head Island	1.4	5.7	5.7	15.7	8.6	62.9
Beaufort County	1.6	13.6	21.2	28.8	13.6	21.2
Fripp Island	0.0	20.0	0.0	0.0	30.0	50.0

Source: South Carolina Department of Parks, Recreation and Tourism

Table 29

HOW THE VISITOR'S DOLLARS ARE SPENT

<u>Category</u>	<u>Hilton Head</u>	<u>Beaufort</u>	<u>Total</u>
Lodging (30.3%)	\$22,961,340	\$3,637,515	\$26,598,855
Food (29.0%)	21,976,200	3,481,450	25,457,650
Auto (15.7%)	11,897,460	1,884,785	13,782,245
Entertainment (9.8%)	7,426,440	1,176,490	8,602,930
Gifts & Other (15.2%)	11,518,560	1,824,760	13,343,320

Source: South Carolina Department of Parks, Recreation and Tourism

PART II

EXISTING LAND USE AND HOUSING

EXISTING LAND USE

Land use is defined as an inventory of the functional utilization of the acreage within a specific area. An analysis of current land use patterns and problems provides a framework for formulation of long range land use policies.

For the purpose of this study, an extensive field survey and examination of the Beaufort County tax records was made. The study area of this section includes 72,530 acres or 113 square miles. It is best characterized as the Beaufort Planning Urbanizing Area. It includes four distinct natural political subareas. They are the City of Beaufort (7.2 square miles), the Town of Port Royal (2.25 square miles), Port Royal Island (68.4 square miles, exclusive of Beaufort and Port Royal) and Lady's Island (35.4 square miles). Port Royal Island includes the municipalities of Beaufort and Port Royal but will be considered separately from them in this analysis. All four subareas will be studied separately in depth.

Eight functional usage classifications have been established and each parcel of land has been categorized into one of them. These classifications are as follows: (1) Residential (2) Commercial-Service (3) Industrial-Utility (4) Open Space-Recreation (5) Institutional (includes schools, churches, and government facilities) (6) Transportation (7) Forest Agricultural and (8) Undeveloped Area.

Existing Conditions - Study Area in Total

Existing development in most of the study area, exclusive of municipalities, is isolated and scattered. Development has occurred for the most part in an unplanned fashion. Many abrupt land use changes and contrasts are readily visible. Unincorporated areas adjacent to the City of Beaufort on Port Royal Island best exemplify this trend. Until the passage of County Subdivision Regulations in December, 1974, no land use controls existed in the county, except in the City of Beaufort. Generally, the City of Beaufort is developed in a more coherent manner than its surroundings.

Although the study area has urbanized rapidly in pockets in the last twenty years, most of it remains predominantly rural in character. A review of Table 30 indicates undeveloped land, including vacant developable land marsh and water, is the predominant land use comprising 69.2 percent of the total area. Institutional use ranks second with 10 percent of the land utilized. This is because

the Marine Corps Air Station is situated on 6,529 acres of land on Port Royal Island (9 percent of study area land). Forest Agricultural is the third largest user occupying 9.9% of land. Each functional use will be examined for the study area as a whole.

Residential

Residential land use comprised 4,774 acres or 16.6 percent of study area land. Of this, 3,641 acres is single family; 67 acres is multi-family, 1,043 acres is mobile homes and 22 acres is public housing. There are 7,818 permanent dwellings in the study area for an overall residential density of 2.1 units per acre. Densities range from 4.6 in Port Royal to 0.8 on Lady's Island. (Table 31).

In unincorporated areas single family concentrations are located predominantly in subdivisions. On Port Royal Island the major subdivisions are Shell Point, Mink Point, Salem Point, Rosieda, Colonial Heights, Cherry Hill, Dowling Woods, Pleasant Farms and Forest Fields. With the exception of Salem Point located behind Beaufort Plaza near the Beaufort City limits, these developments are in close proximity to the two military bases and were built primarily to serve military families.

On Lady's Island the major subdivisions are Royal Pines, Sunrise Bluff, Ashdale and Country Club Bluff. These subdivisions are oriented primarily toward local families and retirees.

There are 2,903 mobile homes in the study area with a density of 2.8 units per acre (Table 31). This ranges from 16 units per acre in the City of Beaufort to 2.5 on Port Royal Island. The lighter density in the City is attributed to the fact that mobile homes are restricted by zoning to mobile home parks but not in any portion of the remainder of the planning area.

Mobile homes comprise 27.1 percent of study area housing stock, (2,903 of 10,721 units). This ranges from 4 percent in the City of Beaufort (144 of 3,366 units) to 44.7 percent on Port Royal Island (2,197 of 4,910 units). In the Town of Port Royal 290 of 1,307 units are mobile homes (28.5%) and on Lady's Island 272 of 994 units (27.3%) are mobile homes.

The high proportion of mobile homes is due to several factors - chief among these is the large transient military population in the area and a shortage of standard low to moderate priced rental units. The largest concentration of mobile homes is in the area of Port Royal Island located between Parris Island Marine Recruit Depot and the Marine Corps Air Station.

TABLE 30 EXISTING LAND USE
Beaufort Planning Area Spring, 1977

	City of Beaufort		Town of Port Royal		Port Royal Is. (exclusive of Bft. & Port Royal)		Lady's Island		Total Planning Area	
	Acres	Percent of Total	Acres	Percent of Total	Acres	Percent of Total	Acres	Percent of Total	Acres	Percent of Total
Residential	995	21.6	268	18.6	2,468	5.6	1,043	4.6	4,774	6.6
Single family	941	20.6	201	13.9	1,562	3.5	937	4.3	3,641	5.0
Multi-family	28	.6	20	1.4	7	.1	13	.1	67	.1
Mobile Home	9	.1	47	3.3	894	2.0	93	.2	1,043	1.4
Public Subsidized housing	17	.3	0	0	5	.1	0	0	22	.1
Commercial-Service	96	2.1	20	1.4	297	.6	38	.1	433	.6
Industrial-Utility	4	.1	13	.9	280	.6	5	.1	302	.4
Open Space-Recreation	86	1.9	12	.8	31	.1	4	.1	133	.1
Institutional	301	6.5	187	13.0	6,716	15.3	21	.1	7,225	10.0
Public Facility	259	5.6	185	12.9	6,716	15.3	21	.1	7,181	9.9
Cemetery	42	.9	2	.1	0	0	0	0	44	.1
Transportation	407	8.8	156	10.8	1,276	2.9	525	2.3	2,364	3.3
Streets, roads, alleys, utility rights-of-way	368	8.0	141	9.8	1,117	2.5	525	2.3	2,151	3.0
Railroads	39	.8	15	1.0	159	.4	0	0	213	.3
Forest-Agricultural	0	0	0	0	4,697	10.8	2,457	10.9	7,154	9.9
Total Developed Area	1,889	41.0	656	45.5	15,747	35.9	4,093	18.2	22,385	30.8
Undeveloped Area	2,719	59.0	786	54.5	28,058	64.1	18,582	81.9	50,145	69.2
Vacant	457	9.9	364	25.2	17,592	40.2	6,996	30.9	25,409	35.0
Marsh	731	15.9	382	26.5	7,194	16.4	9,326	41.1	17,633	24.4
Water	1,531	33.2	40	2.8	3,272	7.5	2,260	9.9	7,103	9.8
TOTAL	4,608	100%	1,442	100%	43,805	100%	22,675	100%	72,530	100%

SOURCE: Beaufort County Joint Planning Commission
Staff field survey, Winter, 1976

TABLE 31 NUMBER AND DENSITY OF PERMANENT DWELLING UNITS AND MOBILE HOMES
Beaufort, South Carolina Planning Area, 1976

Location	No. of Permanent Dwelling Units	Acreage	Density D.U./Acre	No. of Mobile Homes	Acreage	Density D.U./Acre
Beaufort City	3,366	986	3.4	144	9	1.6
Port Royal	3,017	221	4.6	290	47	6.2
Port Royal Is.	2,713	1,574	1.7	2,197	894	2.5
Lady's Island	722	950	.8	272	93	2.9
TOTAL	7,818	3,731	2.1	2,903	1,043	2.8

SOURCES: U.S. Census of Housing, 1970 General Housing Characteristics, South Carolina; Beaufort County Auditor's Office

NOTE: Permanent dwellings are from 1970 census data, mobile home data was available from 1976 personal property tax records

Multi-family housing (duplexes and apartments) occupies 67 acres or (0.1% of the study area). There are 28 acres of multi-family housing in the City of Beaufort, 20 acres in Port Royal, 13 acres on Lady's Island and 7 acres on Port Royal Island.

Public housing comprised 0.1% of the land and is primarily limited to the City of Beaufort. There are 63 low rent public housing units in the City and 60 HUD 221d (3) rent supplement units. Port Royal Island has 40 HUD 236 interest supplement units. There were 30 HUD 235 single family units and 80 Farmers Home 502 units existing in Beaufort County as of 1977. These are single family units owned by low and moderate income occupants receiving mortgage interest supplements, and are considered as single family residences for the purposes of this study.

In the Beaufort area, community services are limited. Water service is available in all areas of the City of Beaufort and Town of Port Royal. It is available in the southern half of Port Royal Island and on a portion of Lady's Island. Sewage collection is currently available only in approximately one half of the City of Beaufort and only a small portion of the Town of Port Royal.

Recently, the County successfully obtained federal funding for a water system to serve 300 families on St. Helena Island, east of Lady's Island. The major trunk line passes through Lady's Island from the City

of Beaufort to St. Helena Island. With water trunk lines following major arteries on Port Royal and Lady's Islands, community water systems to potential growth areas are foreseeable since the sale of water is a revenue producing operation.

Traditionally, subdivisions built in areas where community water and sewer facilities were not available have been served by individual wells and septic tanks. Increasing densities have however resulted in greater health department restrictions of their use. In order to get approval for subdivisions with wells and septic tanks a developer must create lots of a minimum of 30,000 square feet in size, or about three fourths of an acre. Under these conditions, most developers have elected to install community water systems so that they can subdivide into more lots of smaller size. When community water and individual septic tanks are available subdivision lots of a minimum of 12,500 square feet (about one quarter of an acre) are allowable.

Federal requirements established by the Federal Water Pollution Control Act amendments of 1972 have required management and facilities planning prior to federal grants for sewer construction. At present, Beaufort County has a completed 201 Waste-Water Facilities Plan funded by this Act. A Beaufort County 208 Wastewater Management Study is currently being prepared under funds from this Act also by the regional planning agency.

The results of these two studies will determine optimum locations for wastewater facilities, service areas, and sources of point and nonpoint pollution. The studies will formulate the basis for sewer construction in Beaufort County. Federal requirements concerning operation of sewage package

plants, lagoons, and oxidation ponds are expected to become more stringent in the next five year period.

Commercial - Service

Commercial land use in the study area occupies 433 acres or 0.6 percent of land. This classification includes both retail and wholesale trade and consumer and professional services. Commercial use is found generally in the eight block Beaufort Central Business District and along the major arteries through and approaching the City.

The vast majority of the establishments in this category are retail and service industries as opposed to wholesale.

Figures from the 1972 Census of Retail Trade, Wholesale Trade and Selected Service Industries verify this. In that year Beaufort County listed 402 retail establishments, 264 selected service establishments and 49 wholesale trade establishments.

Strip commercial development lines U.S. Highway 21 north entering Beaufort from Port Royal Island. A build-up is also occurring on both S.C. Highway 170 west of Beaufort and U.S. Highway 21 south entering Beaufort from Lady's Island. Most of the development is automobile-oriented retail establishments such as chain food outlets, fast food restaurants and service stations.

A significant commercial build-up since 1970 has included three large shopping centers, each having a chain discount department store as its principal magnet. This build-up is attributed to the meeting of a market demand that heretofore has not been locally served.

Placement and design of commercial facilities along major arteries is beginning to cause traffic congestion problems. Factors such as buffer zones, turn lanes, spacing of access points, and design of frontage roads must be addressed if serious traffic flow problems are to be avoided.

Industrial - Utility

This category is the third smallest user of land in the planning area with 302 acres or 0.4 percent of land. The 1977 South Carolina Industrial Directory lists 14 industries in the study area. One of these is an ice manufacturer employing 7 per-

sons, two are seafood cleaning and packing outlets employing a total of 14 and one is a soft drink bottler employing 27 persons. In total, these fourteen industries employ 886 persons and are located as follows:

Beaufort

Beaufort Molded Products	Plastic Molding	<u>23</u>
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Port Royal Island

Blue Channel Company	Canned seafoods	200
Coca Cola Bottling Co.	Soft drinks	27
Blake & Johnson	Screws and metals	94
Ferree Industries	Childrens outwear	82
Garland Knitting Mill	Knitwear	250
Parker White Metal	Aluminum die castings	29
Burton Block & Concrete	Concrete	109
Enterprise Ice Mfg. Co.	Ice	7
Vega Corporation	Intermediate chemicals	10
Beaufort Chemical Research	Organic chemicals	<u>10</u>
		591

Lady's Island

Ocean Lake River Fish Co.	Canned seafoods	4
Von Harten & Sons	Fresh frozen seafood	10
Gault Fish Co., Inc.	Seafood	<u>31</u>
		45

Total employment	886
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Utilities are also included in this classification. Among them are electric power, telephone, and industrial water storage facilities. The utilities account for only a minute portion of the land in this category.

Electric service is provided to the area by South Carolina Electric and Gas. Telephone service is provided to the study area by the United Telephone Company of the Carolinas. Water is brought 17 miles from the Savannah River by the Beaufort-Jasper Water Authority which wholesales it to the municipalities and military bases. The City of Beaufort retails water to all areas within its corporate limits and to an area of Port Royal Island north of Mink Point Subdivision and south of the Marine Corps Air Station. The Town of Port Royal retails water within its corporate limits and in an area of Port Royal Island including Mink Point Subdivision and that area south of it.

TABLE 31 NUMBER AND DENSITY OF PERMANENT DWELLING UNITS AND MOBILE HOMES
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Open Space Recreation

Open Space Recreation constitutes 144 acres or 0.1% of the study area land. One urban area type public community park is currently under development in the study area. This is the 312 acre Burton Wells Central Park on Port Royal Island. At present a 5-acre portion containing one unlighted baseball field has been completed. Ultimately this park will contain 12-24 tennis courts, 6-12 basketball courts, a swimming pool, playground, 6 lighted baseball fields, two lighted football fields, picnic areas, gym, and camping facilities.

The County provides a 6-acre park near the Parris Island Main Gate. This facility provides two tennis courts, tot lot, and picnicking areas. The County also maintains three boat ramps on Port Royal Island.

The City of Beaufort has several neighborhood parks, the most significant of which are a 6-acre softball-baseball complex in the Pigeon Point Park which includes 3 lighted baseball diamonds, one football field, and one basketball court; and the Boundary Street Park which includes six lighted tennis courts.

The City recently added two important recreational facilities to its inventory. One is the seven acre Henry C. Chambers Park in downtown Beaufort. This park includes a 100-boat capacity marina and commons area for downtown visitors. The park overlooks the Beaufort River and abutts the rear facades of Bay Street commercial establishments. The City has also added a 5,500 square foot gymnasium and community center on a 1.5 acre tract at the corner of Greene and Hamar Streets. Beaufort County maintains one boat ramp in the City of Beaufort.

The Town of Port Royal offers several small playgrounds, one adjacent to the Elementary School. Two tennis courts have been constructed at this site. The County maintains one boat ramp in Port Royal. There are virtually no public open space or recreation facilities on Lady's Island, with the exception of three county boat ramps.

Several small planted areas are publicly owned and maintained in or around the City of Beaufort. Generally, public recreation facilities are few in number in the entire study area. The National Recreation Association (NRA) recommends one acre of active recreation land for every 100 persons. This recommendation is a yardstick only and differing community conditions can warrant different standards.

The study area contains 133 acres of active and passive public open space recreation land to accommodate a population of 24,450 civilians and 6,363 military and dependents who also frequent public facilities. These figures are based upon July 1979 data.

Figuring the civilian population alone, the study area should provide 245 acres of active public recreational land. However, only 88 acres are available. One acre of active recreational land is available for each 278 persons. This is provided as follows:

City of Beaufort	46 acres (includes Henry C. Chambers Park and Neighborhood multi-purpose facility)
Town of Port Royal	7 acres
Port Royal Island	31 acres (includes 5 acres of Burton Wells Park recently completed)

At present none of the four subareas meet the NRA criteria. The City of Beaufort most closely approaches the standard providing 1 acre for every 214 persons, followed by Port Royal Island (one acre/321 persons) and Town of Port Royal (one acre/409 persons). Completion of the entire proposed Burton Wells Urban Area Park would bring the study area into conformance with suggested national standards. In a setting as large and fragmented as the planning area, it is obvious that additional recreational acreage is needed in each subarea.

Open space recreation plans have been developed which identify the needs of each area and recommend timetables and funding sources for upgrading facilities. In 1973, the Lowcountry Council of Governments prepared an Open Space Plan and Program for the Lowcountry Regional Planning District which addressed the needs of Beaufort County and its municipalities. That same year the Beaufort County Joint Planning Commission prepared the Open Space Recreation Plan, Beaufort, South Carolina. In 1975, the Planning Commission included a recreation study in the Port Royal Development Plan. In 1976 the Beaufort County Joint Planning Commission analyzed the recreation needs of Beaufort County and set forth recommendation in the Beaufort County Recreation and Open Space Plan 1977 - 2000.

Institutional

The institutional category includes schools, churches, public facilities, federal installations,

cemeteries and government buildings. Institutional use totals 7,225 acres or 10 percent of land. It is second only to undeveloped area in percent of land used.

This is an uncommonly high percentage of land devoted to institutional utilization. The reason for this is the existence of the Marine Corps Air Station which occupies 6,529 acres. If this base were excluded, institutional use would be comparable to that of other communities and would measure less than land devoted to residential, forest agricultural and transportation.

Though not a part of the study area covered by this report, it should be noted that the study area is immediately adjacent to the 7,040 acre Parris Island Marine Corps Recruit Depot which has a significant impact on the existing development in the study area.

Transportation

This classification includes streets, roads, alleys, and utility rights-of-way. It occupies 2,364 acres or 3.3 percent of study area land. This percentage is much higher in the City of Beaufort and Town of Port Royal, reaching 8.8 and 10.8 percent respectively. One railroad line passes through the study area. A Seaboard Coastline branch line bisects Port Royal Island before terminating at the South Carolina Ports Authority terminal in the town of Port Royal. The study area contains one public airport located on Lady's Island on a 75 acre site.

Forest - Agriculture

Forest Agricultural utilization is very predominant on both Port Royal Island and Lady's Island. It is nonexistent in the two municipalities. This activity consumes 7,154 acres or 9.9 percent of total land.

Although dealing with an urbanizing area, farming, forestry and related agricultural activities in the study area continue to be important to Beaufort County's economy. Beaufort County continues to be an important regional truck farming production center. Major truck farming crops of the area are tomatoes and cucumbers. These crops constitute the largest use of productive farm land in the study area.

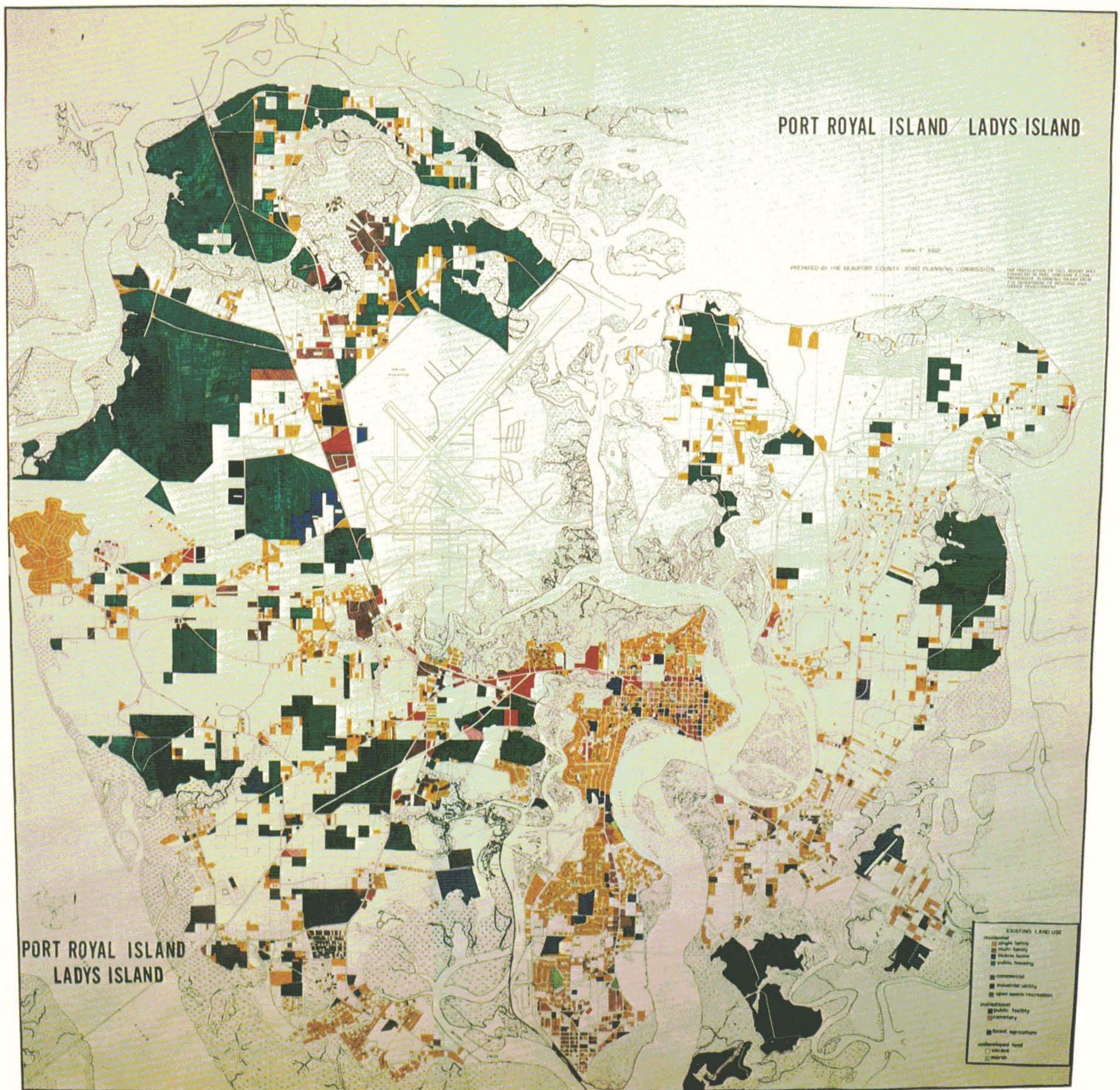
Undeveloped Area

The undeveloped land classification in the study area comprising 69.2 percent of all land or 50,145 acres. Thirty-five percent of undeveloped land (25,409 acres) is vacant developable property. The remainder is water and marsh.

In all of the four subareas, undeveloped land is the leading use category, this being due to the presence of vast areas of water and marsh in each. In the City of Beaufort, 9.9 percent of high developable land remains unused. In Port Royal this figure is 25.2 percent. Port Royal Island consists of 40.2 percent vacant developable land and Lady's Island 30.9 percent.

Marsh and water constitute 49.1 percent of Beaufort, 29.3 percent of Port Royal, 23.9 percent of Port Royal Island and 50 percent of Lady's Island.

EXISTING LAND USE
URBANIZING AREA



**EXISTING LAND USE
CITY OF BEAUFORT**



SUMMARY

The Beaufort urbanizing area is one that has both urban and rural characteristics. The large acreage consumed by water and marsh greatly diminishes the land available for either development or agricultural rural uses. Sporadic development is occurring rapidly in pockets. Isolation caused by an island setting has relegated the area to fragmented growth. The contrasting development patterns of the four subareas will now be discussed.

City of Beaufort

The City of Beaufort comprises 4,608 acres or 7.2 square miles of southern Port Royal Island. The major land uses in the City are residential development 21.5%, water 33.2%, and marsh 15.9% (Table 30). Since portions of the Beaufort River and Battery Creek are within the Beaufort City limits, water and marsh compose almost one-half of its total area - 49.1 percent.

Developed land constitutes 41 percent of the City- this low percentage is due to the inclusion of water and marsh. Only 9.9 of the City's developable land area is vacant. This is generally found in the southern suburban areas.

The City of Beaufort contains a quaint old-town section which includes many architecturally significant structures situated amongst stately live oak trees. Nearby is a central business district of 18th and 19th century buildings overlooking the Beaufort River. This residential and commercial area totalling 124 blocks is a National Landmark District on the National Register of Historic Places. North and west of the Historic District is a 50 block depressed neighborhood characterized by substandard housing, narrow streets and unkept surroundings. To the south of the historic district lies a suburban residential area bisected by Ribaut Road, a four lane artery leading downtown. It is partially residential and partially highway strip commercial.

In 1970, Beaufort contained 3,366 housing units and only 204 (6%) were substandard by U.S. Census Bureau definitions. As previously discussed, these 3,366 units are located on 986 acres for a density of 3.4 units per acre. The average lot size in Beaufort is 13,812 square feet (slightly over one-quarter acre). There are very few multi-family units in the City. Only 28 acres, or 0.6 percent of all land is multi-family as compared

to 941 acres or 20.6 percent in single-family acreage. Mobile homes are restricted by zoning to mobile home parks and occupy only 0.1 percent of land.

Commercial and service land usage in Beaufort is limited, occupying 96 acres or 2.1 percent of total land. Most commercial use in Beaufort is in the form of small individual shops or neighborhood shopping centers.

One regional plaza type shopping center exists outside the City limits at the intersection of U.S. Highway 21 and S.C. Highway 170. A second, recently constructed on U.S. 21 is within a newly annexed portion of the City.

Virtually no vacant land is available within the present city limits for commercial development, most new commercial development is occurring on the arteries leading into Beaufort.

Industrial development is practically nonexistent in the City occupying four acres or 0.1 percent of land. No vacant suitable locations are available for expansion. Institutional use occupies 301 acres (6.5%), open space recreation consumes 86 acres (1.9%) and transportation uses 407 acres (8.8%).

The City of Beaufort is almost completely built-out. Good original design and a 20-year history of zoning have given Beaufort a separation of incompatible land uses and a design which far exceeds that of areas surrounding the City.

Town of Port Royal

Port Royal is located south and adjacent to the City of Beaufort and north of Parris Island Marine Corps Recruit Depot. Port Royal is separated from the Marine Base by Battery Creek.

As of July 1979, the Town of Port Royal had a population of 2,865, and an area of 1,442 acres (2.25 square miles). Of this area, 656 acres (45.5%) is developed. Three hundred sixty four acres (35.2%) is developable vacant land. A total of 422 acres of the Town (29.3%) is water and marsh.

On January 10, 1979, the Town of Port Royal adopted a zoning ordinance prepared by the Beaufort County Joint Planning Commission. The predominate land uses in Port Royal are residential (268 acres - 18.6%), institutional (187 acres - 13%), and transportation (156 acres - 10.8%). The 162 acre Naval Hospital Complex accounts for the high proportion of

institutional use in the town. Commercial development is very restricted (20 acres - 1.4%) and is located primarily on S.C. Highway 281 which links Beaufort and Parris Island. Industrial-Utility usage is small (13 acres - 0.9%). Open Space Recreation comprises 12 acres or 0.9 percent of land.

Residential land use consists of 1,017 permanent dwelling units on 221 acres for a density of 4.6 units per acre. There are also 290 mobile homes occupying 47 acres yielding a density of 6.2 units per acre. Mobile homes are interspersed with permanent dwellings in many areas of Port Royal. The average lot size is well under one-quarter acre. Multi-family use is limited to 20 acres (1.4% of land).

Basically, Port Royal has developed as an unplanned satellite community. With the adoption of subdivision regulations and a zoning ordinance, future growth should come about in a positive manner.

Port Royal Island

As previously discussed, Port Royal Island actually includes the municipalities of Beaufort and Port Royal but they are analyzed separately for the purpose of information. Exclusive of these municipalities, Port Royal Island is comprised of 43,805 acres or 68.4 square miles.

The majority of Port Royal Island is situated in a triangle bound by the City of Beaufort, Beaufort Marine Corps Air Station and Parris Island Marine Corps Recruit Depot. This area known as Burton, is generally west of the City of Beaufort and is separated from it by Battery Creek.

Most of the development in Burton is a combination of strip commercial establishments lining arterial roads and small homes oriented to the transient military market. The area has developed intensely in pockets since the 1960's. Until December 1974, when Beaufort County adopted Subdivision Regulations, no land use controls existed in unincorporated areas. Zoning exists only in the two municipalities within Port Royal Island.

Burton has both a rural and urban character. Intensely developed residential and commercial areas stand in juxtaposition

to forest agricultural lands. Subdivisions have been developed adjacent to each other with no interconnection. Mobile homes and mobile home parks are interspersed randomly and a general lack of cohesiveness is found between land uses.

Of the 43,805 acres on Port Royal Island, 28,058 or 64.1 percent are undeveloped. A sum of 17,592 of these acres (40.2% of the island) is developable vacant land. The remaining 10,466 acres (23.9%) is marsh and water.

The largest use category on Port Royal Island is institutional (6,716 acres 15.3%). The 6,529 acre Beaufort Marine Corps Air Station accounts for the majority of this land. Forest-agricultural is the second largest classification (4,697 acres 10.8%). Residential use occupies 2,468 acres (5.6%), commercial service 279 acres (.6%), open space-recreation 31 acres (0.1%), transportation 1,276 acres (2.9%) and industrial-utility 228 acres (0.5%).

There are 2,713 permanent dwellings on Port Royal Island occupying 1,574 acres for a density of 1.7 units per acre. There are also 2,197 mobile homes situated on 894 acres for a density of 2.5 units per acre. Single family acreage outnumbers multi-family 1,562 acres to 7 acres.

The 600 acre Beaufort County Industrial Park is located in the northern quadrant of the Island. Six establishments occupy 180 acres of the park at this time. Two additional establishments occupy 48 acres nearby. The Beaufort County Development Commission is actively promoting sites in the 420 vacant acres of the park. It is located near the Marine Corps Air Station and has access to the Seaboard Coastline (branch railroad) line which bisects Port Royal Island and terminates at the South Carolina Ports Authority terminal in the town of Port Royal. The industrial park is buffered from surrounding residential areas by forest agricultural lands and the air station.

Commercial growth is small but is increasing rapidly. Most of this development is highway oriented and is occurring on arterial roads leading into Beaufort and Port Royal. Traffic problems resulting from commercial development are already being felt along U. S. Highway 21 West, S. C. Highway 170 and S. C. Highway 280. The Beaufort County has recently adopted a Development Standards Ordinance which addresses this problem by limiting major highway curb cuts by requiring structures to be set back at least fifty feet from highway rights-of-way.

Lady's Island

Lady's Island comprises 22,675 acres (35.4 square miles) and is located east of the City of Beaufort. It is connected to Beaufort by the Richard V. Woods Bridge (U.S. Highway 21 South) spanning the Beaufort River. A second bridge linking Lady's Island to the Town of Port Royal is under construction. A third span at Brickyard Point is part of the adopted area transportation plan.

Lady's Island has the largest proportion of undeveloped land (18,582 acres 81.9%) of any part of the planning area. Of this only 6,996 acres (30.9%) is vacant developable land. The remaining 11,586 acres (51%) is water and marsh.

The borders of Lady's Island are laced with inlets, creeks, and beautiful open vistas of marshland. This, plus the island's location between Beaufort and the Atlantic Ocean (approximately 15 miles), give it good potential for residential development.

Two golf oriented subdivisions totaling some 1,200 lots are available, as well as smaller water oriented subdivisions. Residential land use occupies 1,043 acres or 4.6% of the island. Virtually all of this (937 acres) is single family. Lady's Island includes 722 permanent dwellings on 950 acres for a density of 0.8 units per acre. There are also 272 mobile homes on 93 acres comprising a density of 2.9 units per acre.

The largest use of developed land on the island is forest-agricultural (2,457 acres or 10.9% of all land). The remaining land uses are: industrial-utility 5 acres (0.1%), open space-recreation 4 acres (0.1%), institutional 21 acres (0.1%), transportation 525 acres (2.3%), and commercial 38 acres (0.1%).

Commercial development is confined to that portion of U.S. Highway 21 between the Woods Memorial Bridge and S. C. Highway 802 (Sams Point Road). Strip commercial development is occurring in that area.

Public open space-recreation (4 acres) is very limited on Lady's Island. Additional acreage will be needed as the island grows. The current need generally is being met by private recreational opportunities provided by subdivisions and private clubs.

Industrial use on the island is limited

to two seafood cleaning and packing operations located on Factory Creek.

HOUSING CONDITIONS

1970 Census data indicates 3,386 housing units in the City of which 3,096 were occupied. Tax records for 1975 show 144 occupied mobile homes in the City, and 4,605 permanent dwelling units, an increase of 27.8 percent over 1970 figures. Over 45 percent of all units in Beaufort were built before 1950, and 1,536 building permits were issued between 1970 and 1976.

In 1970, 42.7 percent of occupied housing units were renter occupied and the rest owner occupied. Considering the non-white population alone, 50.8 percent of occupied housing units were rented and 49.2 percent owned. Table 34.

The City had a rate of substandard housing units of 6.7 percent. Those are units which lack one or more plumbing facilities. Out of this 180 units, or 4.4 percent had no bathroom or shared it with other households, and 12 percent had no flush toilet. 642 units were occupied by non-white families, 161 of them lacking one or more plumbing facilities, which constitutes 25 percent of all non-white occupied units. 121 units or 18.8 percent had no bathroom or shared it with other households. The median gross rent for renting a unit in the City was \$101, which is higher than the median gross in the county. The average rent paid by non-white population in the city was \$68 as compared to \$58 in the county.

Median gross rent is contract rent plus the estimated average monthly cost of utilities, if these items are paid for by the renter in addition to rent. The median contract in the City of Beaufort in 1970 was \$83.71.

Water for the majority of units was derived from public system. 174 units had individual wells. Only 1,209 units were served by a public sewer and 2,070 units by septic tanks or by other methods.

TABLE 32

Count of owner occupied units for which value was tabulated in Beaufort City by ED

Value	ED 7	8	9	10	11	12	13	14	28	29	29B	30
Less than \$5,000	4	10	17	18	4	0	2	1	2	3	0	0
5,000 - 9,999	35	29	52	56	10	4	21	3	4	12	0	5
10,000 - 14,999	66	49	37	21	17	3	62	5	65	23	0	35
15,000 - 19,999	35	29	17	14	11	9	41	8	117	46	4	78
20,000 - 24,999	16	19	7	8	10	6	26	5	68	29	2	27
25,000 - 34,999	10	10	10	3	17	12	24	19	33	38	2	5
35,000 - 49,999	8	7	3	2	7	13	19	14	8	13	3	3
50,000 +	1	3	0	0	16	14	7	14	1	5	3	0
Median value	\$15,574	16,362	12,430	10,881	26,983	40,172	20,730	33,985	19,513	23,046	17,810	
Total owner	175	156	143	122	92	61	202	69	298	169	14	153
Black owner	24	37	99	101	10	1	1	9	1	1	1	10
Vacant for sale	1	1	1	1	1	1	1	1	5	1	1	1

Source: U.S. Bureau of the Census, 1970

Summary Tape Count 5

TABLE 33

Count of renter occupied units for which rent was tabulated by monthly contract rent for the city of Beaufort by ED.

Contract Rent	ED 7	8	9	10	11	12	13	14	28	29	29B	30
Less than \$40	14	6	29	66	10	3	0	1	1	11	1	0
40 - 59	45	13	57	66	27	25	17	4	1	2	S*	5
60 - 79	36	75	32	27	39	19	31	8	16	6	S	7
80 - 99	30	37	7	7	13	12	26	11	20	9	S	2
100 - 119	24	27	1	0	13	11	26	4	27	10	S	23
120 - 149	13	4	4	0	7	3	4	12	30	10	S	20
150 - 199	8	1	1	0	3	0	0	0	10	11	S	21
200 +	0	0	0	0	0	0	0	0	1	1	S	5
Without Payment of cash	10	8	12	14	15	6	4	4	3	2	S	4
Median rent	\$78.52	\$78.86	\$54.40	\$43.80	\$74.55	\$73.08	\$83.26	\$95.75	\$113.20	\$102.91	-	\$133.43
Total renter occupied **	170	163	131	163	112	73	104	40	106	60	1	83
Black Occupied	18	12	81	135	17	9	1	1	1	1	1	1
Vacant for rent	23	24	15	10	17	15	5	7	1	1	1	9

* Suppressed

** Total does not include - Without payment of cash

Source: U.S. Bureau of the Census, 1970 Summary Tape Count 5

TABLE 34
1950 - 1970 TRENDS IN HOUSING

	Change 1950 - 1960				Change 1960 - 1970		
	1950	1960	Number	Percent	1970	Number	Percent
Total occupied units	1,465	1,810	345	23.5	3,096	1,286	71.0
Owner	765	1,056	291	38.0	1,775	719	68.0
Percent	52.2	58.3			57.3		
Rented	700	754	54	7.7	1,321	567	75.0
Percent	47.8	41.7			42.7		
White occupied	1,008	1,284	376	37.3	2,454	1,170	91.0
Owner	502	765	263	52.4	1,459	694	90.7
Percent	49.8	59.8			59.4		
Rented	506	519	13	2.6	995	476	91.7
Percent	50.2	40.4			40.6		
Non-White occupied	457	526	69	15.1	642	116	22.0
Owner	263	291	28	10.6	316	25	8.5
Percent	57.5	55.3			49.2		
Rented	194	235	41	21.1	326	91	38.7
Percent	42.5	44.7			50.8		

Source: U.S. Bureau of the Census: 1950, 1960 and 1970

A very interesting trend developed between 1960 and 1970. First of all, almost 1,300 units were added to the 1960 stock. Also, in 1970 the gap between renter and owner occupied units was smaller than in 1960. There seems to be an equalizing trend between units being rented and owned. This is chiefly due to the increase of military personnel in the area who tend to rent units and to the fact that many middle and high income families have moved out from the City and converted their homes into multi-family renting units. Those units attract mostly low and moderate income families, who had left the rural areas of the County.

Among white occupants, even with the addition of 1,286 units since 1960, the owner renter ratio in 1970 did not change drastically from 1960 figures. Almost as many non-white families owned their dwelling as rented them. Percentage-wise owner occupied units by non-white population decreased substantially since 1960 and at the same time renter occupied units increased.

The average density per dwelling unit in the City is 3.06 as compared to 3.5 in the County.

Minority families occupy 87 percent of the substandard housing stock. 6.8 percent

of units are overcrowded with more than one person per room.

The monetary value of housing units indicates the general quality and to some extent condition of the unit. It generally assumes that rental housing below \$80 gross rent per month has serious deficiencies. The same is true for owner occupied housing under \$8,000 in value.

In the City of Beaufort there were 3.7 percent of owner occupied houses whose value was below \$5,000 and 17.8 percent had been valued at less than \$10,000. There were only 9.6 percent of houses valued at \$35,000 or more. (Table 32) 32 percent of City rental housing had gross rent below \$80 per month, thus we can estimate that 23 percent of the rental units in the City have serious deficiencies. (Table 33.)

72 percent of the minority renters in the City pay less than \$80 per month for their rent.

The areas of substandard housing are concentrated and thus, easier to deal with than if they were dispersed. One of the primary areas of deterioration which needs immediate attention is located within the Historic District of Beaufort. The degree of deterioration varies on almost every block, but the condition of disrepair is clearly visible in all areas.

In order to get a better picture of the housing characteristics, the City has been divided into five separate zones.

The boundaries of these five areas follow the boundaries of enumeration districts (ED) several of which were combined to form each study area. (See Map 10) The criteria used for separating those areas are based on homogeneity in socio-economic and housing characteristics as they appear in each enumeration district.

Study area A corresponds to enumeration district 7; study area B constitutes ED 11 and 12; area C = ED 8, 9, and 10; area D - ED 13 and 14; and area E - ED 28, 29, and 30.

Study area A is located in the northern sector of Beaufort, and is bounded by the Beaufort River. This area is primarily single family residential with commercial strip development intermingled with some residences along Boundary Street.

Total population of this area in 1970 was 1,259 of which 169 persons were non-white. 50

families had incomes below poverty level and seven families earned less than \$1,000 in 1970. Only five families were receiving public assistance. 5.9 percent of the population in study area A was 65 years old or older.

In 1970 there were 397 housing units in the area, of which 365 were occupied year round. Included in that was 1 occupied mobile home. The vacancy rate of 32 units is high and it constituted 8 percent of the areas housing stock. 19 units or 5.2 percent of all occupied units lacked one or more plumbing facility. Of those, 15 units were occupied by non-white families. 4 units had no flush toilet and 25 units were overcrowded with 1.01 or more persons per room. Out of the 397 units, 185 were owner occupied and 180 renter occupied. The median value for the reported owner occupied homes was \$15,574 which is below the City's median.

Four homes had a value of less than \$5,000 and only one home was valued at more than \$50,000. (Table 32.)

Of the 180 renter occupied units 10 were without payment of cash. The median contract rent for units in this area was \$78.52 which is lower than the City's median of \$83.71. 45 families paid rent of \$40 - \$59, and only 8 families paid between \$150 - \$199.

Study area B corresponds to enumeration districts 11 and 12. Part of this area is located on the waterfront and has the largest concentration of commercial establishments. Basically, it is the commercial core of Beaufort and contains less residential structures than the other study areas. The rest of this area is predominantly residential, located in the eastern portion of Beaufort bordering on the downtown and along Bay Street, where the most beautiful and expensive homes are found. A large number of buildings in this study area are of architectural and historical significance.

Total population of this area in 1970 was 917 of which 133 persons were non-white. The 1970 census indicates that 58 families, or 31.5 percent, received income below poverty level and not one family received public assistance. This study area has the largest concentration of elderly population in the city. 15.3 percent of this area's population is 65 years old or older.

In 1970 there were 447 housing units of which only 391 were reported as occupied including 4 mobile homes in ED 11. As in the previous study area, the vacancy rate in

ED 11 and 12 was quite high comprising 12.6 percent. The high vacancy rate is attributed to the out migration of the more affluent families, who convert their large homes into several renting units. Many of the houses stay vacant during this renovation period and thus contribute to the vacancy rate.

12 occupied housing units were lacking one or more plumbing facility. Ten of those were occupied by non-white families. Four units had no flush toilet and shared it with other families. 13 units were overcrowded with 1.01 or more persons per room.

Out of the 369 tabulated occupied housing units, 153 or 41.6 percent were owned and 207 were rented. The median value for the owner occupied houses in the area was \$33,577, and for ED 12 alone the median value was greater than \$40,000. With such a comparatively high value of the units, one would expect the rents to be high as well. This is not the case in this area. The median contract rent here is \$10 less than the median for the city, also a large number of families (21) do not pay any rent. 30 owner occupied homes in 1970 were valued at more than \$50,000 in this area. These are the homes which are a contributing factor to the high median value in the area.

Study area C corresponds to enumeration districts 8, 9, and 10. This area is located in the central and central-northern sections of the city. It is comprised of a mixture of residential, governmental and commercial uses.

In 1970, 2,675 persons resided in this area. The average family size of 3.9 persons was the highest in the city. This area also had the highest concentration of non-white population of almost 62 percent. 197 families had incomes below poverty level and only 35 received public assistance. 8.6 percent of the population in 1970 was 65 years old or older.

There were 1,078 housing units in this area in 1970, of which 942 or 87.4 percent were occupied. Again we can see a high vacancy rate of 12.6 percent. Since 1970, 63 new government subsidized housing units were constructed in this study area. These units did not change the vacancy rate for the area. The units are not being filled as fast as the Housing Authority had hoped. The reason for that may be their lengthy screening process for eligibility.

Of the 942 occupied, 239 or 25.0 percent were substandard lacking one or more plumbing facility. 23 units had no flush toilet and 94 units were overcrowded. 447 units or 47.5 percent were owner occupied and 495 renter occupied. The housing values in area C is the lowest in the city. The median value for owner occupied homes is \$13,224 and for ED 10 alone the median value is a low of \$10,881. 45 homes in 1970 had a value of less than \$5,000. The median contract rent was also the lowest in the city, \$59.02. In ED 10 the median rent in 1970 was \$43.80. 34 families in this study area paid no rent.

As one can see study area C has the largest concentration of non-white residents, and largest percentage of substandard housing. These poor living conditions are believed to contribute to many instances of major crimes, major diseases, and tax delinquency.

This is the area described earlier in this section as the Community Development target area, where approximately 200 homes have been identified as not meeting the city's building codes. Of these, 150 are occupied. Housing segregation is evident in this area due to the high concentration on non-white population. This study area is in greatest need for fair housing practices. A Fair Housing Ordinance should be adopted by the city in the immediate future to prevent housing discrimination.

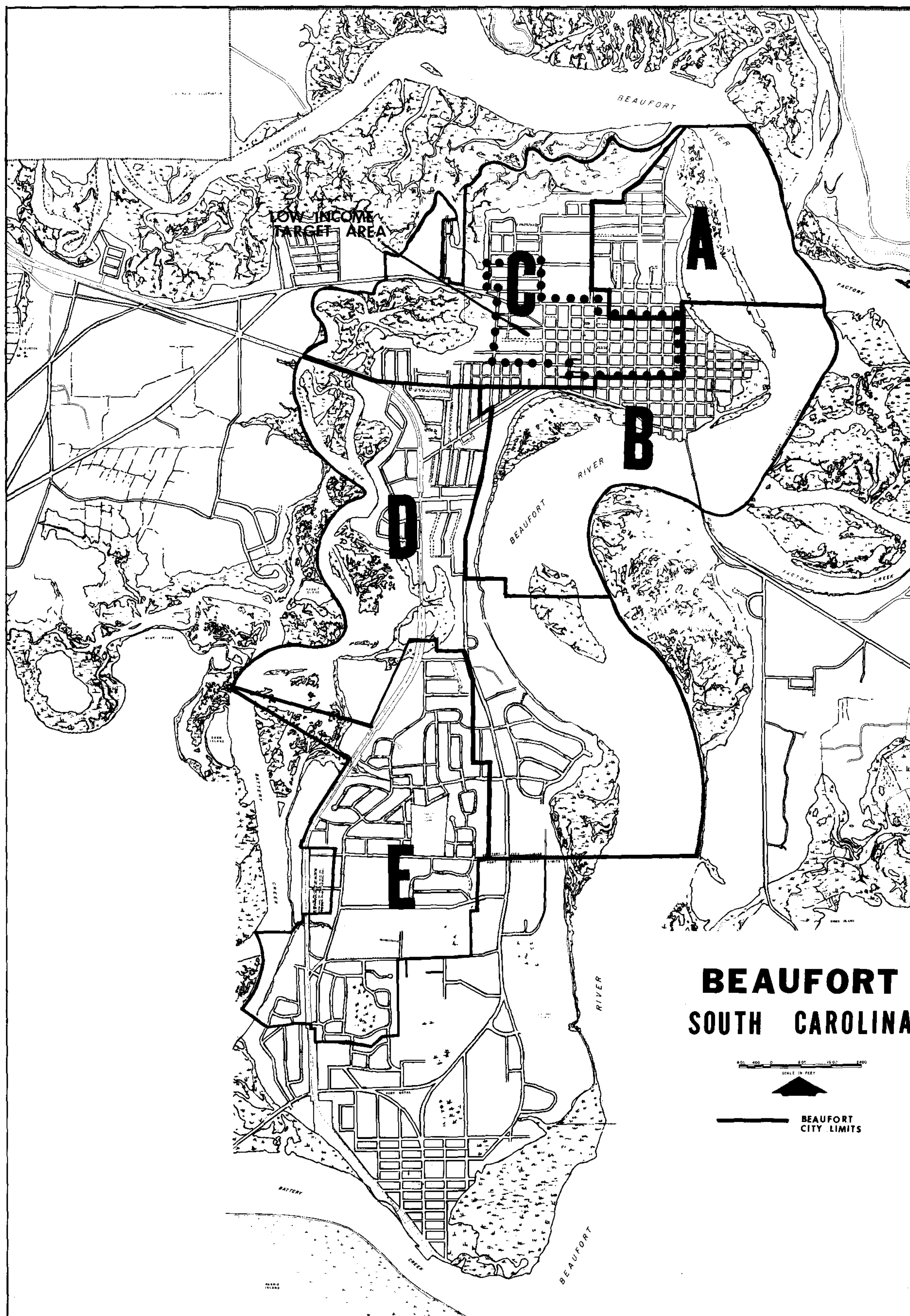
Study area D corresponds to enumeration districts 13 and 14. This area is located along Ribaut Road from North Street to the city limits. It also includes the industrial development along the railroad and the high income subdivision of Spanish Point.

As of 1970, the population of this area was 1,344 persons of which 61 were non-white. This is the only section of the city with such a small concentration of non-white population. A unique characteristic of this area is larger lots and lower density development than in other parts of the city.

43 families in Study area D had incomes below poverty level and none had received public assistance. Elderly persons constituted 6.8 percent of the areas population. In addition, the Bayview Nursing Home accommodates 85 elderly patients.

In 1970 there were 475 housing units in this area of which 446 were occupied. A vacancy rate of 6.0 percent is the second lowest in the city. Only nine occupied housing units or 2 percent were lacking one or more plumbing facilities, of which two

HOUSING STUDY AREAS



had no flush toilets. 24 units were overcrowded with more than 1.01 persons per room. Of the 446 occupied housing units, 294 were owner occupied and 152 renter occupied. The median value for the tabulated occupied houses was \$27,357. (The higher median being in ED 14). The median rent paid was \$89.50 with 8 units without payment of cash. Twenty one homes in this area had a value of more than \$50,000, most of which were located in ED 14.

The area which needs immediate attention, and where some deterioration is present, is located in the last study area. Area E corresponds to enumeration district 28, 29, and 30. It is located north of Port Royal Town limits and west of Ribaut Road, bordering on study area D.

This area is primarily single family residential. A railroad bisecting this area creates nuisance, such as noise, vibration and danger for playing children. The total population in 1970 of this area was 3,306 of which 4.6 percent was non-white. 50 families in this area had income below poverty level and none had received public assistance. 84 persons or 2.5 percent were elderly which constitutes the lowest concentration in the city.

In 1970 there were 989 housing units of which only 4 percent were vacant - the lowest in the City. This area has the highest concentration of mobile homes in the City. 51 occupied mobile homes were reported in 1970. Of 950 occupied housing units 617 were substandard. This in only 1.8 percent, again the lowest in the City. 11 units had no flush toilet and 45 units had more than 1.01 persons per room. 683 units or 69 percent were owner occupied and 267 renter occupied, this area has the largest concentration of owner occupied homes in the City. The median value for owner occupied units was \$20,123. Only 9 homes were valued above \$50,000. The median rent paid in this area was \$116.54, which is the highest in the City of Beaufort.

The above analysis indicates that Beaufort, like most of the nation's urban areas, shows the inner city to be the most deteriorated. Many of the historic structures are within these inner city areas of decay. With the exception of the historic district, the older sections of the City have generally been abandoned by the middle class for suburbia. As a consequence this section is being dominated by lower income families.

Attention should not only be given

to Beaufort's Old Towne section, but to the entire City and County.

Private citizens can greatly contribute to prevention of dilapidated homes, simply by keeping their property and structures in a good state of repair. Maintenance must be a continuous process. Local government also plays an important role by providing and maintaining urban services; and the enforcement of codes and ordinances encourages property maintenance.

When codes and ordinances are used in conjunction with other programs, they can prevent deterioration and promote community improvement.

The following codes are presently in effect by the City of Beaufort:

Southern Standard Building Code: This code provides standards for adequate structural strength, stability, sanitation, light, ventilation and other related items. A 1977 amendment to this code sets forth design and construction standards for structures to be located in designated flood hazard areas.

National Electrical Code: Established standards for the construction of electrical wiring, fixtures and equipment.

Southern Standard Housing Code: Establishes the minimum requirements for quality of housing regarding basic equipment, facilities for light and ventilation, thermal conditions, safety of fire and accidents, use and locating amounts of space for human occupancy.

Southern Standard Gas Code: Provides for the proper installation and modification of gas fixtures and conducts and the use of gas.

Zoning Ordinance: Regulates the use of land and buildings, lot sizes, parking requirements and population density. A sign ordinance is included which regulates size, shape, and spacing of all commercial signs.

City of Beaufort Subdivision Regulations: Establishes minimum land development design standards for new subdivisions and specific subdivision improvements that must be provided by the developer.

All projections made within this section are based upon data collected by the Bureau of Census. Any attempt to correlate this data with that collected by local agencies could cause misleading interpretations based upon the validity of such data.

Furthermore, other documents and plans were utilized as building blocks for this document. These documents, like their predecessors, are based upon Census data. The Bureau of Census records are the basic foundations for the majority of data utilized in planning activities.

HOUSING PROGRAM

Goals and Objectives

A very important aspect of any study for local or regional growth management is the provision of adequate housing facilities and a rational plan for the allocation of housing units within the area. Adequate housing for every citizen is one of the principal priorities of the City of Beaufort.

In 1976, the City of Beaufort submitted a Housing Assistance Plan to the Department of Housing and Urban Development in conjunction with its Community Development application. Both were approved and the grant was funded. In that grant application, City Council established the following goals concerning housing:

- 1) Eliminate those aspects of an environment which pose a threat to public health and safety and contribute to community decay.
- 2) Conserve and upgrade the stock of suitable housing available to lower income persons.
- 3) Provide recreational amenities and a social environment in the low income community that is conducive to positive self experience and self development.

The City of Beaufort has recommitted itself to these goals in its 1978 Community Development application which has also been funded. In addition the City has adopted the following housing goals and annual objectives as set forth in the Lowcountry Areawide Housing Element. (Lowcountry Council of Governments, July, 1976):

Goals

- (1) Adoption of land use controls that insure residential development for all income groups.
- (2) Adoption of an ordinance prohibiting housing discrimination on the basis of religion, sex, or race.

- (3) Implementation of housing rehabilitation and preservation program that reduces the number of substandard housing units and conditions of housing inadequacy by 40 percent by 1979.
- (4) Coordination of local housing activity with local, areawide, and state housing policies and efforts.
- (5) Provision of community services including water and sewer to areas within and outside the city limits so as to maximize housing choice for all persons.

Objectives

- (1) Identification of major code violations and enforcement of codes, except where undue financial hardship would result.
- (2) Encouragement of private investment in the rehabilitation of housing.
- (3) Exploration and identification of sources of public funds to provide low interest home improvement loans.
- (4) Establish annual objectives to reduce substandard housing (Table 35).
- (5) Establish annual objectives to reduce the number of households inadequately housed. (Table 36).

The City of Beaufort has developed a three year Comprehensive Housing and Community Development Program. The City has been funded for two consecutive years under the HUD Community Development block grant program. Funds are being used to revitalize a target core area of low-income persons and inadequate living conditions.

In conjunction with this successful grant program, the City is an important part of the Countywide Housing Assistance Plan which identifies "households requiring assistance." This term is defined as all households below 80 percent of median family income for the area and inadequately housed. There are 3,298 households in this category in Beaufort County (1976 data) and a total of 2,152 of these are minority households.

Needs have been identified on a county-wide basis because the Beaufort Housing Authority has recently expanded its scope to become a countywide agency. A professional staff has been employed and efforts are being made to secure federal housing assistance to Beaufort County households. Primary sources of such assistance will be the following:

- HUD Section 8 new construction, existing and rehabilitation Rent Subsidy Programs
- HUD Section 235 Homeowner Assistance Program
- Farmers Home Administration Section 502 Homeowner Assistance Program
- Farmers Home Administration Section 515 New Rental Housing Program

The City of Beaufort Community Development Department and the Beaufort Housing Authority have recently formulated a three year goal of assisting 645 households under these programs.

Neighborhood Revitalization Program

The City of Beaufort has identified a low income target area where conditions of substandard housing and conditions of inadequately housed families prevail. This area is bound by Carteret, Boundary, Magnolia, National, Sycamore, Lovejoy, Ribaut, Prince, Bladen, and King Street (Map 10). In this area the City has waged a comprehensive effort to upgrade the physical and social environment to check blight and to stimulate community pride and identification.

The new City recreational facility has been constructed on a lot bounded by Green, Hamar and Adventure Streets. This facility will provide the income target area with recreational, day care, counseling, and cultural enrichment programs.

The City has recently installed sewage tap-in and plumbing services to 63 low income families in a portion of the target area. The entire target area now has water and sewer service. All of these improvements have been completed with federal grants.

A vigorous program of building code enforcement, demolition of derelict structures and housing rehab-

ilitation is currently underway in the target area. The City has adopted and enforces the Southern Standard Building, housing, plumbing, and gas codes, and the National Electrical Code. In 1976 the Beaufort Code Enforcement Department made a detailed inventory of all structures in the target area which were (1) substandard, but capable of rehabilitation to standard condition, and (2) derelict. A total of approximately 50 vacant derelict structures were identified. All of these are currently being condemned and demolished. The City is using Community Development funds to remove those structures where owners do not have financial resources to accomplish this. A total of 100-150 derelict structures are occupied. The City is currently seeking relocation assistance funds from HUD to relocate tenants and demolish these structures.

A total of 150-200 homes have been identified in the target area as not meeting the City's building codes, but capable of renovation to bring them up to standards. Efforts are underway to stimulate private rehabilitation activity also. Sixty-three low rent public housing units were built in 1976 in this area. They were scattered in low density complexes containing from two to eight units.

Additional activities planned for the core area include a continuing rehabilitation program, street and drainage improvements, sidewalks, improved lighting, new street signs, and a community swimming facility.

The three governments and the Beaufort Housing Authority encourage placement of Section 8 new construction in various areas of need throughout the county. "This will be accomplished by a coordinated scheme which will place different type units where need and availability of services can be made available in unincorporated undeveloped areas near existing municipal services for implementation of Section 8 housing."

In the City of Beaufort two Enumeration Districts 14 and 30 have been chosen for new construction of Section 8 housing. ED 14 and 30 are in suburban neighborhoods and no concentration of lower income or minority persons exist near the selected areas. These two enumeration districts are virtually the only

Amended Joint Housing Assistance Plan, Community Development Discretionary Grants, March, 1977.

areas of the City with sufficient acreage necessary for housing.

RECOMMENDATION

1. Availability of municipal services has a great effect on the development of an area. Therefore, Beaufort should develop a growth management policy in order that the extension of sewer and water services can be done in those areas where growth is desired.
2. The present codes and ordinances in the City seem to be adequate but in some instances families are not able to bring their property up to standard condition. The City has established a Community Development Department and is using HUD Community Development block grant funds for rehabilitation. These funds should be used on a grant-loan basis (depending on recipient eligibility) in order that the funds be used in an optimum manner.
3. The City of Beaufort should negotiate with the Department of Housing and Urban Development to establish a relocation assistance payment plan to aid those families displaced by Community Development rehabilitation activities and by code enforcement programs.
4. A neighborhood self help preservation program should be initiated in areas where housing stock is in substandard condition. Such a program should concentrate on small areas, possibly core areas of one to four square blocks. Neighborhood task forces should be appointed and assigned tools for residents to use in renovation of their homes. The City Community Development

Department and the Housing Authority should coordinate closely with the task forces to educate neighborhood residents on repair skills and use of tools.

5. Incentives should be given to property owners who engage in the self help preservation program. Such incentive could be in terms of property tax relief for several years.
6. The City of Beaufort should adopt a Fair Housing Ordinance within twelve months which prohibits realtors from discriminating against minority groups in home selection opportunities.
7. The Community Development Department and Housing Authority should hold seminars to educate realtors on the amenities available in older urban neighborhoods vs. suburbia. Many realtors currently discourage clients from established city neighborhoods in favor of suburban schools, presumed lower taxes, and a supposed quasi-rural environment. Urban neighborhoods also have many advantages including proximity to services and employment, established neighborhoods and architectural distinction.
8. The City should investigate the possibility of setting up funds for the following programs as authorized by the Community Development Act of 1974.
 - a) Home Repair Loan Program - low and moderate income home owners.
 - b) Small Landlord Repair Loan Program for low and moderate income landlords.
 - c) Emergency Home Repair Loan Program for home owners whose homes need immediate repair.

TABLE 35

OBJECTIVES - TO REDUCE SUBSTANDARD HOUSING

<u>Substandard Units - 1976</u>	<u>40% Reduction in Substandard Housing¹</u>				<u>Remaining Need</u>
	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>Total Impact</u>	
280	24	24	24	72	108

¹ Substandard Housing Units are defined as those units lacking one or more plumbing facilities. This is the U.S. Census Bureau definition.

TABLE 36

OBJECTIVES - TO REDUCE HOUSING INADEQUACY

<u>Household Type</u>	<u>Households in need of assistance</u>	<u>40% Reduction in Housing Inadequacy²</u>				<u>Remaining Need</u>
		1977	1978	1979	Total Impact	
Large	55	7	7	8	22	33
Regular	198	26	26	27	79	119
Elderly	75	10	10	10	30	45
Total	328	43	43	45	131	197

²Inadequately housed households are defined as those household who meet one or more of the criteria as listed below:

- a) Live in a unit that lacks one or more plumbing facilities.
- b) Live in a unit where the household lacks exclusive use of kitchen facilities.
- c) The household pays more than 25 percent of their gross adjusted income for housing.
- d) Households are crowded over 1.01 persons per room.

TABLE 37

HOUSING ASSISTANCE NEEDS OF LOWER INCOME HOUSEHOLDS
Beaufort County, SC 1976
ALL HOUSEHOLDS

		ALL HOUSEHOLDS				ALL MINORITY HOUSEHOLDS			
		TOTAL	ELDERLY OR HANDICAPPED (1-2 persons)	FAMILY (4 or less persons)	LARGE FAMILY (5 or more persons)	TOTAL	ELDERLY OR HANDICAPPED (1-2 persons)	FAMILY (4 or less persons)	LARGE FAMILY (5 or more persons)
(a)		(b-1)	(b-2)	(b-3)	(b-4)	(e-1)	(e-2)	(e-4)	(e-5Y)
1	A. OWNER HOUSEHOLDS (Excluding displacees)	1575	597	403	575	1489	566	379	544
2	B. RENTER HOUSEHOLDS (Excluding displacees)	1432	243	951	238	650	174	280	196
3	C. HOUSEHOLDS EXPECTED TO BE DISPLACED IN PROGRAM YEAR (Sum of lines C1 and C2)	44	10	21	13	13	2	5	6
4	1. Owners	30	9	13	8		2	4	5
5	2. Renters	14	1	8	5	2	-	1	1
6	D. ADDITIONAL FAMILIES EXPECTED TO RESIDE IN COMMUNITY (Sum of lines D1 and D2)	247	5	156	86				
7	1. As a result of planned employment	184	5	115	64				
8	2. Already employed in locality	63	-	41	22				
9	E. TOTAL HOUSING ASSISTANCE NEEDS (Sum of lines A, B, C, and D)	3298	855	1531	912	2152	742	564	746
10	Percent of Total	100%	25.9%	46.4%	27.7%	65.2%	22.5%	20.1%	22.6%

SOURCE: Amended Joint Housing Assistance Plan, HUD Community Development Block Grant Program, 1976 Beaufort County, City of Beaufort, Town of Port Royal, March 1977.

PART III

COMMUNITY FACILITIES

COMMUNITY FACILITIES

The purpose of this section of the Comprehensive Development Plan is to establish the degree to which existing community facilities and services are available and to make recommendations for development or improvement of such facilities. While the scope of this report is limited to municipal services and facilities within the corporate limits of the City of Beaufort, other facilities and services are addressed within the immediate urbanizing area that effect City residents.

Administration

The City of Beaufort employs the second oldest Council-Manager form of municipal government in South Carolina.

The legislative branch of the government consists of the Mayor and City Council. They are citizens elected to office for four-year terms, with eligibility for re-election. Their primary duties are to provide direction, formulate policy, and carry out the will of their constituents.

The City Manager is appointed by the Mayor and Council and is directly responsible to them. His capacity is to act as an administrative agent of the municipal government in its day to day operations.

Currently, the City employs 120 full-time employees for which the City Manager is responsible.

Facilities

The City's Administrative operations are housed in City Hall on the corner of Carteret and Craven Streets. The building is a small brick structure which includes the Water Department, City Clerk, Treasurer, City Manager's office, and Council meeting room. The building is two stories and consists of 6,000 square feet.

There are two reserved parking spaces and one metered space to be used by the 10 full-time employees in City Hall.

Recommendations

1. Construct a municipal complex.

At the present time, City Hall is crowded and in need of additional space to consolidate the City's various departments in one building. Such a consolidation would enhance the effectiveness of the governmental process. The City has purchased the former Post Office building on Carteret Street and is currently

considering renovation plans.

In recent years, State, County and City government functions have been located in what appears to be an almost random fashion. Uncoordinated piecemeal expansion and location of these entities hinders their effectiveness and performance to the general public. It is recommended that the three levels of government discussed herein explore the feasibility of a consolidated State, County, and City governmental complex.

It is recognized that any attempt to centralize any and all functions of the various political units discussed herein would be a long-term process. In any case, a plan should be fashioned addressing the problem and outlining alternatives to various solutions.

LAW ENFORCEMENT

Existing Facilities and Equipment

The City Police Department is located in a small building on Port Republic Street. The structure has a total of 1,658 square feet of floor space and contains no jail or holding facilities. The city relies on the county jail for such services.

The Beaufort Police Department provides 24 hour police and fire dispatching for the City of Beaufort. The radio system provides for car to car, base to car, and talk around frequencies with Beaufort, Port Royal Police and the Sheriff's Department. There are also five desk monitors in the police station to intercept or transmit radio messages.

In addition, a fifth channel is available on the radio for communications with Municipal, County, Regional and the South Carolina Highway Patrol. The police dispatcher operates the Law Enforcement Teletype Service (LETS) which connects all law enforcement agencies in the United States. The Beaufort Police Department has a civilian owned Citizen Band (CB) radio and the police dispatcher monitors the emergency channel 9. A National Weather Advisory Service (NAWAS) telephone in the dispatcher's office provides up to date weather information. The Beaufort Police Department is the early warning and disaster control center for the County. In addition there is a terminal in the Police Department for burglar and fire alarms. The Police Department has 12 cars, one dog truck, one motorcycle, 1 harbour patrol boat, and one motor scooter.

One third of all police vehicles are traded every year; thereby having three to four new cars each year. The first year a new vehicle is in service, it is used as a patrol car, the second year as a detective car, and

the third year as an administrative or training vehicle.

Personnel and Training

The Police Department maintains 25 full-time certified law enforcement officers, 1 administrative assistant, 3 clerks, 1 dog catcher, 4 full-time dispatchers, 2 part-time dispatchers, 3 part-time school guards, and one part-time janitor. All law enforcement officers work 8 and one-half hours on rotating shifts. Each shift has one supervisor, 1 sergeant, 1 corporal and one patrolman.

The Standards and Goals for Law Enforcement in South Carolina for 1976 recommends 2.2 policemen per 1,000 population, for municipalities. The Beaufort Police Department is below this recommended number of law enforcement officers. The need to maintain the recommended allowance is evidenced by the highly mobile and seasonal population of the beach and local tourist attractions and the proximity of three large military installations that border the City.

Police training for all new recruits is adequate. Each officer is required to attend the ten week course leading to certification at the South Carolina Criminal Justice Academy in Columbia. The Beaufort City Police Department has an affirmative action plan and is approved for VA training. The department encourages enrollment at Beaufort Technical College and the University of South Carolina-Beaufort for educational advancement in areas of criminal justice. All law enforcement officers who were employed after January, 1972 must be graduates of the basic course at the South Carolina Criminal Justice Academy within a year of their hire.

Beaufort Police have jurisdiction only within the city's corporate limits, however, City Police may pursue misdemeanor offenders to three miles outside their jurisdiction in cooperation with the County Sheriff's Department and the State Highway Patrol.

Recommendations

1. The most critical need of the Beaufort Police Department is appropriate space in the headquarters building. The police headquarters building lacks adequate administrative space, interview and identification rooms, training rooms and storage space.

2. Acquire new 60KW generator to ensure power for early warning and disaster control for the City.
3. Install Citizen Band radios in all patrol vehicles to maintain contact with the motoring public.
4. Purchase night surveillance equipment.
5. Coordinate pay and pay raises for certified law enforcement officers within the County.
6. Accomplish firearms training at least semiannually.
7. Purchase dispatcher time clock for recording time spent per police service call.
8. Provide pay incentive for police officers to qualify as Emergency Medical Technicians (EMT's).
9. Purchase on additional walkie-talkie.
10. Acquire a photocopy machine.
11. Establish police radio communications with the City of Savannah.
12. Activate a reserve police unit.
13. Provide educational pay incentives.

RESCUE SERVICE

Existing Services

The City of Beaufort does not maintain a rescue service as such. It relies on the County Emergency Medical Service (EMS) which was established in 1974. Its main operation is out of the Beaufort Memorial Hospital.

The EMS consists of 20 staff members:

- 12 Emergency Medical Technicians stationed at Beaufort Memorial Hospital
- 6 EMT's at Hilton Head Island Hospital
- 1 Director
- 1 Coordinator

The County is served by eight ambulances plus a volunteer rescue squad. The Beaufort squad averages 4 to 5 calls per day with a response time of approximately 5 minutes. Most rescue calls in this area are for water emergencies. The Marine Corps has on many occasions assisted rescue operations with helicopters and boats.

The Emergency Medical Service maintains four staff EMT's on duty at all times, one being

a crew chief who is a certified paramedic. All EMT's are certified by the State Board of Health and are certified Red Cross Instructors. Most are certified by the National Register of EMT's.

EMS holds regular training sessions and seminars for all interested groups and organizations. EMS works closely with the Fire Department, Police Department and the Sheriff's Department to educate and train the department's staff.

DISASTER PREPAREDNESS

Existing Facilities

Disaster preparedness is a function of state and county government. The Beaufort County Disaster Preparedness Office is located in the County Office Building. It consists of one director, numerous volunteers, and utilizes the county's secretarial pool for all clerical assistance.

The Disaster Preparedness organization maintains a radio network, educational and training programs, seminars and emergency sheltering programs.

Adult training classes in emergency operations and clean-up, radiology, communication and other important subjects are conducted. Response to these classes has been moderate.

The Beaufort County Disaster Preparedness program has little equipment - one jeep on Daufuskie Island, and a fire truck in Bluffton. This organization is funded with County assistance and matching funds from the federal government. The County contribution to the 1979-80 budget is \$ 14,843.

FIRE PROTECTION

Existing Facilities

The City of Beaufort maintains a full-time fire department with 12 full-time employees and 20 volunteers. The Fire Department occupies two buildings, one on Craven Street and the other on the Mossy Oaks Road.

Full-time firemen alternate on 24-hour shifts with 48 hours off. All firemen attend bi-monthly drills during which new techniques are taught and routines are practiced. All other training is spontaneous.

The Beaufort Fire Department serves primarily within the City limits but will provide back-up assistance outside the City.

Full-time firemen receive regular salaries, whereas the volunteers receive points for attending fires, drills, false alarms and meetings. They are financially rewarded according to the number of points each has accumulated.

In addition to fire fighting duties, the Fire Department conducts fire prevention and inspection programs. The Fire Inspector checks all public buildings and local schools for fire hazards.

Fire calls are received at the City Police Department, after which a general alarm goes out to all firemen over the tone alert monitors. Information about the reported fire is received simultaneously at the Fire Department as it is being given to the firemen.

On the average there are 180 fire calls per year.

Equipment

The Department owns seven vehicles, including a municipal automobile for the Fire Captain and a van to haul equipment.

Capital Equipment

- 1 - 1978 American LaFrance 1250 GPM Pumper
- 1 - 1970 American LaFrance 1000 GPM Pumper
- 1 - 1955 American LaFrance 750 GPM Pumper
- 1 - 1962 Ford (Peter Pirsch) 750 GPM Pumper
- 1 - 1978 Stepvan
- 1 - 1977 Ford for the Fire Captain
- 1 - 35' Ladder
- 1 - 40' Ladder
- 1 - Deluge Gun 500 GPM
- 1 - Jet X form nozzle
- 1 - Resuscitator
- 4 - Scott Air Packs
- 3 - smoke ejectors
- 8,500 feet - 2½" hose
- 2,900 feet - 1½" hose

Source: Beaufort City Fire Department

The Department also has fire fighting suits for each man and related equipment such as axes, extra hose and ladders.

Fire Insurance Classification Rating

Under the auspices of the Insurance Services Office of South Carolina, all

Table 38

GRADING SCHEDULE FOR UPGRADING FIRE PROTECTION

CLASS 10	CLASS 9A	CLASS 9AA	CLASS 9	CLASS 8	CLASS 7	CLASS 6	LOWER CLASSES (5 through 3)
No recognized fire department or no fire protection	Recognition area limited to 5 miles from station	Recognition area limited to 3 miles from station	Recognition area limited to incorporated area or maximum insurance recognition for rural system	<u>Recognized Community Water System</u> 100,000 gallon storage tank. At least two wells 200 gpm Fire flow-500-1000 gpm Hydrants in Commercial district 500' apart. Residential areas 1000' apart. Minor areas-1000' apart <u>Equipment</u> Standard pumper UL Listed, 2400' 2½" hose (1200' on truck) 600' 1½" hose <u>Personnel</u> -19 volunteers, 4 officers 2 Salvage covers 2 air masks	<u>Water Department</u> 1000 to 1500 gpm fire flow Automatic controls to keep water tank supplied <u>Equipment</u> Reserve pumper 3600' 2½" hose 2 Salvage covers, 2 self-contained masks <u>Personnel</u> 1 full-time paid fireman on duty 24 hours per day per company	<u>Water Department</u> 2000 gpm fire flow Additional requirements imposed by grading schedule. <u>Adopt and Enforce Building and Fire Prevention Codes Radio Communications System</u> <u>Personnel</u> -Two (2) full-time paid firemen per company and full-time paid chief	Grading Schedule not in effect for lower grade classification--depend completely on grading system
			1. <u>Boundary</u>. Definite fixed boundaries with fire department response to all property within boundary. 2. <u>Personnel</u>. At least 15 volunteers, including a chief-training and drills required. 3. <u>Equipment</u>. One motorized pumper truck with at least 300 gallon booster tank and 50 gpm pump. Two (2) booster reels each with 150 feet of ¾" hose, 300 feet of 1½" hose, 200 feet of 2½" hose, and 20 feet of 4½" section hose. Truck must have at least 150 feet pre-connected hose. Nozzles and minor equipment also required. 4. <u>Building</u>. Should be suitably housed in heated building. 5. <u>Alarm System</u>. A constantly attended telephone and two horsepower siren required.				

Note: For recognized protection of commercial and industrial areas, a station must be within 1½ miles of such areas.
Source: Insurance Services Office of South Carolina, February, 1975.

municipalities, legal fire districts, unincorporated communities and rural areas are rated as to the adequacy of fire protection provided within their jurisdiction. Insurance underwriters use this classification to determine insurance rates for all public and private buildings.

There are ten classifications with number one being the most desired and number ten the least. Table 38 shows the requirements for classes three through ten.

The City of Beaufort is currently rated in Class 6. Fire rating classifications can be changed to either a higher or lower level depending upon the equipment, number of full-time personnel, available water pressure and number and location of fire hydrants.

Water Supply

There are approximately 218 fire hydrants distributed throughout the City. Water pressure is adequate at (65 pounds per square inch +) at each fire hydrant. Water flow ranges from 1,200 gallons per minute in the downtown area to 1,600 gallons per minute in the residential sections. Water flow in Beaufort City is approximately 1.5 million gallons per day. The Beaufort City Water Department installs on the average 8-12 fire hydrants per year (see Map 13).

Recommendation

1. Construct a new building for the main Fire Department strategically located to serve the northern part of the city.
2. Schedule the installation of fire hydrants to meet the requirements of 500 foot distance between hydrants in commercial districts and 1,000 feet in residential areas (see map of existing and proposed fire hydrant locations).
3. Expand full-time staff and replace some antiquated equipment to qualify for the Class 5 rating. This would mean a substantial savings on insurance premiums.

WATER SERVICE

Existing Supply and Service

In 1963 the Beaufort-Jasper Water Authority was created to bring a permanent water supply to residents of Beaufort and Jasper Counties.

A 17.9 gravity flow canal was constructed from the Savannah River to the authority's plant on Highway 170. The plant has an 8.6 million gallon per day capacity, and it serves six customers. These are the City of Beaufort, Town of Port Royal, Parris Island Marine Corps Recruit Depot, U.S. Naval Hospital, Marine Corps Air Station and Laurel Bay military housing project.

The Savannah River project made it possible for Beaufort to establish and maintain an emergency water system. Rather than close down the old wells that were superseded by the river project, the City placed them on stand-by, thus creating an emergency supply. Seven wells, distributed throughout the City, are still operable and serving in this capacity. Presently, there are plans to relocate one of the oldest wells on North Street. Table 39.

The Water Authority owns five storage tanks. The largest is a 1.5 million gallon tank on Highway 170. Other tanks include Garland Mills (175,000 gallons), Lady's Island (250,000 gallons), St. Helena Island (250,000 gallon) and one at the water authority plant (150,000 gallon). Beaufort has one operable storage tank, with a capacity of 125,000 gallons.

Distribution

The Water Service area of Beaufort extends well beyond its corporate limits. Retailing water is profitable, especially in unincorporated areas where rates normally are higher. (See map 14).

Water is available to all residents in the City of Beaufort and its surrounding areas, but with existing wells many residents do not take advantage of the water system. Water can be made available for the cost of tapping to all residents who are within 100 feet of existing lines. All others must pay tapping and installation charges.

Distribution systems (including all lines, fire hydrants, and storage tanks) are owned by the water authority's six major customers. The canal, pump stations, treatment plant, and trunk lines are the exclusive property of the authority.

Table 39

EMERGENCY WELLS AND PUMPING CAPACITIES; BEAUFORT

<u>Wells</u>	<u>Year Developed</u>	<u>Pump Set</u>	<u>GPM</u>	<u>Depth</u>	<u>Casing Diameter</u>
North Street*	1809	60'	100	120'	10"
Prince Street	1930	40'	300	75'	8"
Duke Street	1930	48	175	70'	6"
Pigeon Point	1948	40'	250	62'	6"
Spanish Point	1950	50'	450	65'	8"
Arnold Street	N/A	40'	200	65'	6"
Congress Street	1953	40'	250	70'	8"

*To be relocated in the near future

N/A - Not Available

Source: City of Beaufort Water Department, May 1977

Recommendations

1. All dead end pipes in the system should be looped back into the network wherever practical to maximize pressure and efficiency of flow. The Beaufort Water Authority has plans to construct new lines and loop them to the existing one in the Mossy Oaks area and First Boulevard area.
2. All installations of new pipes in Beaufort and its surroundings should be a minimum of eight inches in diameter. Existing pipe of less than six inches in diameter should be replaced or paralleled whenever possible.

UTILITIES

Electricity and natural gas is supplied to Beaufort by the South Carolina Electric and Gas Company located on U.S. Highway 170. The Beaufort Public Works Department purchases electricity for street lighting and service to public buildings. All street lights are owned and maintained by the South Carolina Electric and Gas Company.

There are approximately 2,900 accounts within the City of Beaufort, and 13,198 electric meters in the county, excluding Hilton Head and Bluffton. Electric power sales average 3,500,000 kilowatt hours per month. Beaufort's electric supply is backed by three generators with a combined output of 30 megawatts.

Both electric and gas service is adequate in this area, as the entire City is served.

Telephone service is provided by the United Telephone System. Telephone connections to Beaufort and surrounding areas are local. However, service to Hilton Head Island and Bluffton area is long distance.

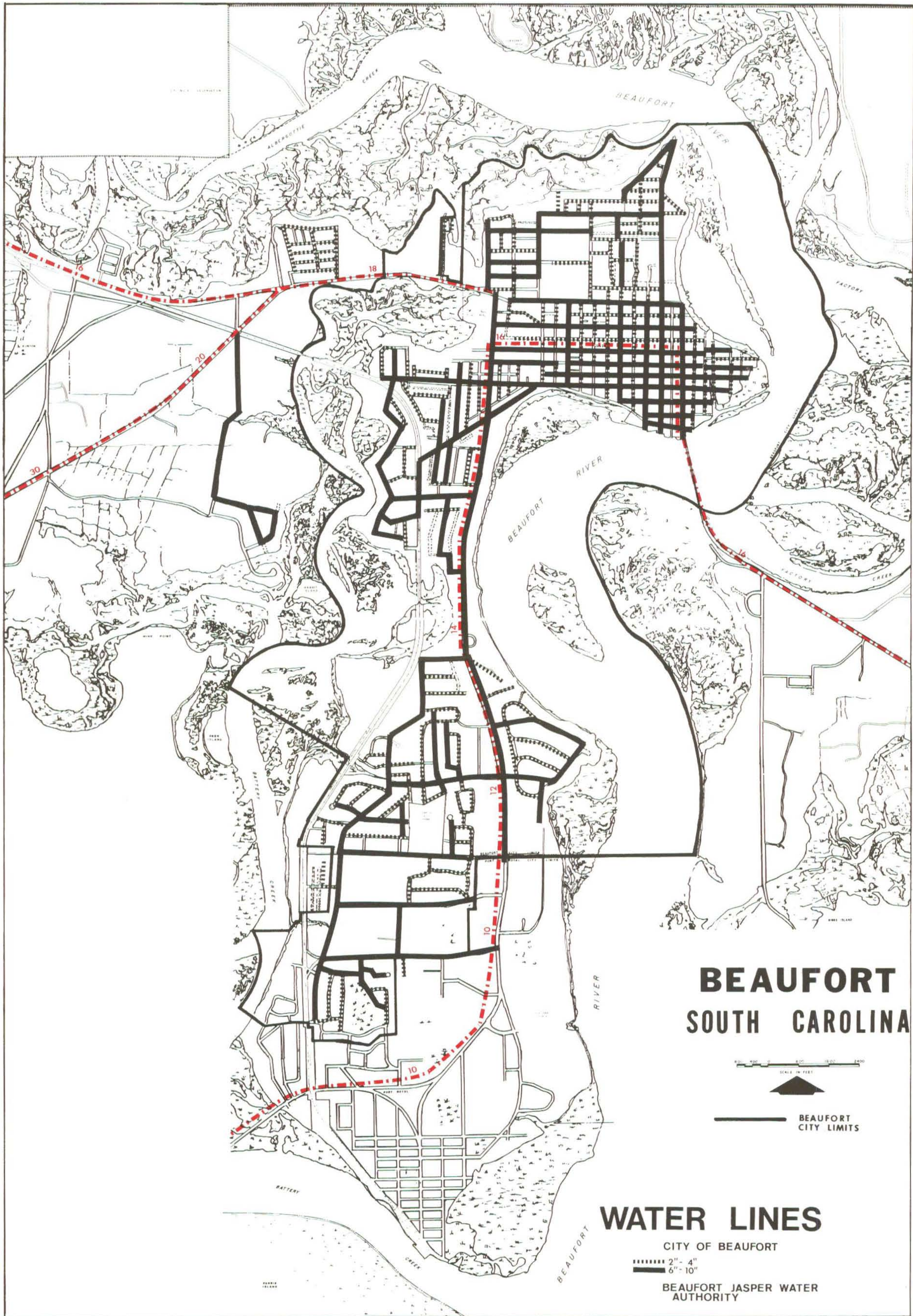
BUILDING INSPECTION

The City of Beaufort has a building official to inspect all gas, electrical and plumbing installations. New construction is also inspected in terms of fire safety and minimum quality of construction. The following codes have been adopted and are enforced by the City:

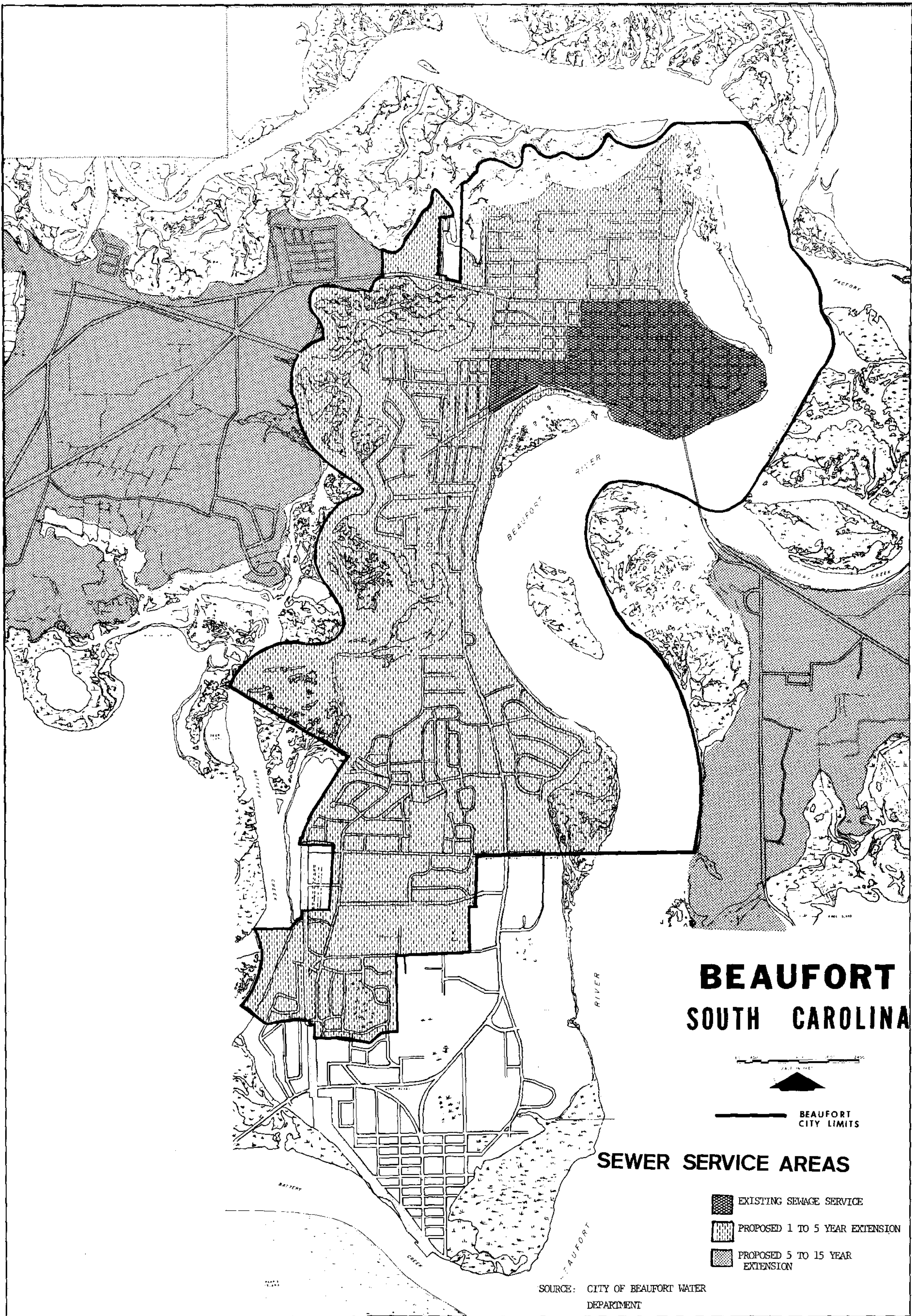
Southern Standard Building Code
National Electrical Code
Southern Standard Gas Code
Southern Standard Housing Code
Southern Standard Mechanical Code
Southern Standard Plumbing Code

A building permit is required for all construction totalling over \$ 100 in value. Cost of building permits are pro-rated at one-tenth of one percent of the value of the structure. A small fee is charged for gas, electrical and plumbing inspection.

EXISTING WATER LINES



SEWER SERVICE AREAS



SEWAGE TREATMENT SERVICEExisting Facilities

Presently, one-third of the City is served by public sewer. The rest of Beaufort, Port Royal and the unincorporated urban fringe utilizes septic tanks and some on-site package treatment facilities.

Until 1975 no sewage treatment facility existed in Beaufort and raw sewage was discharged into the Beaufort River. The City has constructed a treatment plant and extended its coverage area with the aid of an Environmental Protection Agency (EPA) grant. This was phase one of a multi-phase project. Phase three includes expanding the treatment plant to a capacity which can accommodate sewage from Port Royal.

The treatment plant located on South-Side Boulevard has a capacity of 750,000 gallons per day. As of July, 1979 approximately 670,000 gallons from the City of Beaufort and Town of Port Royal are being processed.

Recommendations

1. The City of Beaufort should provide sewer service to all residences and businesses as soon as possible. At the present time the priority is to extend lines to the Naval Hospital.
2. The City of Beaufort and the Town of Port Royal should enter into an agreement whereby the City of Beaufort provides total sewage treatment service to Port Royal.

STORM DRAINAGE

Beaufort maintains a system of storm drains which serve most streets within the City. Storm water is diverted by means of storm sewers and open ditches to a series of outfalls in the Beaufort River. Catch basins are located at street drainage points throughout the City. It is a gravity system, thus lift stations are not needed.

Due to the low altitude of Beaufort, high water table and soil condition which allow for slow percolation rates, some areas of the City are subject to periodic flooding.

The Beaufort City Water Department has in the past few years prepared comprehensive maps of the storm drainage system. Evaluation and measurement of the system can now

be made and repairs can be done immediately.

Recommendations

Most storm drains in the City are 8" to 12" in diameter which is inadequate for the City's needs. The City should systematically replace the older storm drains with 18" diameter lines.

REFUSE COLLECTION AND DISPOSALExisting Facilities

The Beaufort City Public Works Department consists of four separate departments: Sanitation Department, Street Department, Parks Department and Maintenance Department.

The Sanitation Department picks up refuse from residential areas two days a week. Trash is collected once a week at the curb. Commercial and industrial refuse is collected daily depending on the location. A City street sweeper is operated seven days a week.

The Public Works Department employs 33 full-time persons, and does not have secretarial or clerical help. City refuse and garbage services are free within City limits. They are paid for through City taxes.

All City and County refuse is deposited in a landfill in the Burton area. This landfill is maintained by the County. The unincorporated areas outside the City of Beaufort and the rest of the County have contractual garbage and refuse pickup service.

The County provides large road side refuse containers throughout the County. While providing a much needed service to County residents and visitors, these containers present a visual problem. The strategically located trash containers are usually over-filled and litter is scattered around them. The eyesores have an adverse effect on both visitors and residents.

Equipment

The Beaufort Sanitation Department owns 23 vehicles. All vehicles are in good operable condition.

Inventory of equipment:Sanitation Department

- 3 - 1973 Ford Packers with a capacity of 25 cubic yards of refuse.

EXISTING AND PROPOSED FIRE HYDRANTS

Parks Department

- 1 - Farmall Tractor
- 3 - Lawnmowers
- 1 - Hedges machine

Street Department

- 5 - 1969 Ford Flatbed Trucks with a capacity of 2.5 tons
- 1 - 1969 Ford Packer Truck
- 1 - 1974 Ford Packer Truck
- 1 - 1975 Wayne Streetsweeper with a capacity of 20 cubic yards
- 1 - 1976 Ford Front-end loader

Other Equipment

- 4 - Pickup trucks
- 2 - Forklifts

Source: Beaufort Public Works Department

Recommendation

The department should be relocated to a larger complex with a site for storage of vehicles. Potential sites exist on Duke Street between Church and Newcastle and in the Depot Road light industrial district.

CITY MAINTENANCE GARAGE

The City's Maintenance Shop and Garage is located on Prince Street in a deteriorated building. Vehicles (as inventoried in the previous section) are parked and stored on one small lot with inadequate shelter area. As a result, vehicles and other equipment are kept uncovered. There is very little room for tool storage on this site. The City's Public Works Department employs one mechanic and one helper to work on and maintain the equipment and vehicles. There is no parking space available on or near the shop for employees or visitors.

Recommendations

Relocate the existing maintenance lot and garage to a larger site. The City should locate such a facility in an area designated for industrial use. Large vehicles and their maintenance result in noise pollution and should not be located in residential areas. A site large enough to meet future needs could be found in the Burton Area, northwest of Highway 170 or in the City in the Depot Road industrial area.

PARKS, RECREATION AND OPEN SPACE

The demand for leisure time facilities

is growing in Beaufort as it is in the rest of the country. Fewer working hours, higher pay and an increased leisure time have resulted in a greater desire and demand for leisure time activities. Beaufort, although not a community geared heavily to the tourist industry, does attract many visitors and vacationers to the area each year. Thus, the local government has dual responsibility in the aspect of recreation. One to the local, permanent citizens of Beaufort, and the other to visitors.

For the purpose of this report, recreation facilities have been categorized as active and passive. Active recreation calls for various degrees of physical participation such as tennis, swimming, baseball and related activities. Passive recreation, on the other hand, requires little or no physical participation through such activities as reading, sunbathing, walking etc.

Prior to any recommendations dealing with improvements to recreational aspects of Beaufort, is an analysis of current facilities and programs.

Existing Facilities

Table 40 is a table of existing recreational facilities in Beaufort.

Existing Recreation Programs

The City Recreation Department offers a variety of recreational activities for all age groups. The following is a breakdown and general description of the various programs:

1. Youth Athletics

- A. Football: Six teams in three age groups. Games played three times a week in season. All teams under direction of volunteers. Cheerleaders: Six teams in three age groups. One team of cheerleaders for each football team.
- B. Boy's Basketball: Eighteen teams in three age groups. Games played two nights a week and Saturday in season. Teams sponsored by area churches and coached by volunteers.
- C. Girls' Basketball: Fourteen teams in three age groups. Games played two nights a week and Saturday in season. Teams sponsored by area churches and coached by volunteers.
- D. Baseball: Twenty-one teams in five age groups. Games played Monday through Saturday. All teams under direction of volunteers.
- E. Boy's Track: Was initiated and organized as an annual program in the summer of 1973. Program opens each year with a track clinic.

- F. Girl's Track: (same as E).
- G. Softball: Teams from each playground in two age groups. Games played Monday through Friday. Teams coached by summer playground leaders.
- H. Tennis: Tennis instructions offered for both boys and girls during the summer. Program begins with special clinic and is climaxed by a local tournament.

RECREATIONAL FACILITIES

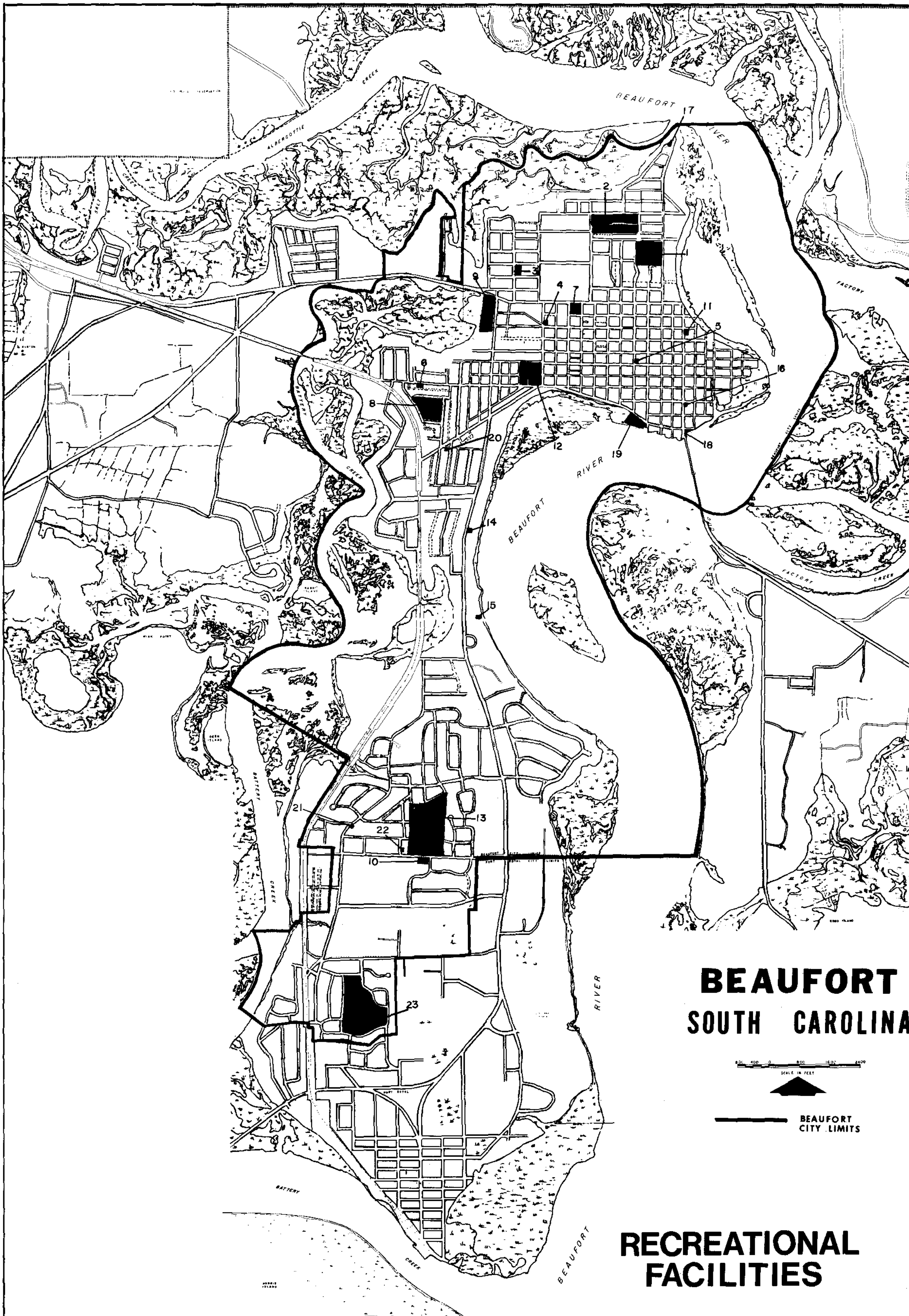


Table 40
BEAUFORT RECREATION FACILITIES

Name	Location	Size	Type	Equipment
1. Woodward Apartments	Pigeon Point Road Hawthorne Road	8 acres	Active/ Passive	1 grill, 2 picnic tables, 2 benches, 2 lighted shuffleboard courts, 2 sets of swings, 1 gym set, ceramics workshop meeting room, office building and senior citizen building with kitchen, arts room and conference room.
2. Beaufort Sports Complex	Rodgers Street	7 acres	Active/ Passive	Baseball field and bleachers for 300 persons, football field and bleachers for 600 persons, comfort station, press box, 2 concession stands, drinking fountain, maintenance equipment shed, 4 picnic shelters and tables.
3. Morris Street	Palmetto Street National Street	3 acres	Active	Combination football /baseball field and bleachers, restrooms, small storage building, drinking fountain.
4. Green Street Play Area	Hamar Street Green Street	2 acres	Active	One baseball, softball field with back-stop and dugouts. 4 basketball courts and goals, benches, drinking fountain, restrooms, covered shelter and storage shed.
5. Newcastle Tot Lot	Washington Street Newcastle Street	1 acre 1 acre	Active/ Passive	Tot lot equipment, obstacle course, 2 outdoor grills, shelter with 2 picnic tables, benches.
6. North Street Ext. Tot Lot	Jones Avenue	½ acre	Active	Tot lot equipment, 2 park benches.
7. Municipal Tennis Courts	Congress Street	2 acres	Active	5 tennis courts and youth center, drinking fountain, bleachers and two benches.
8. Battery Creek Elementary School	Burrough Avenue Jones Avenue	4.8 acres	Active	1 practice football field, 2 additional ballfields, bleachers, press box, dug-outs and restrooms.
9. Robert Smalls School	U.S. 21 Ribaut Road	No play-ground area	Active	1 gymnasium
10. Mossy Oaks Elementary	Mossy Oaks Drive	4 acres	Active	Softball field, 1 multi-use court with basketball goals.
11. Beaufort Elementary	Washington Street	No play-ground area	Active	Basketball goal and one unpaved court.

12.	Beaufort Technical College	Ribaut Road	½-acre	Active	Gymnasium, basketball court
13.	Beaufort Junior High	North Street Pilot Street	3 acres	Active	Gymnasium, outdoor basketball court.
14.	Beaufort High School	Mossy Oaks Drive	5 acres	Active	Gymnasium, football and baseball field, bleachers, concession stand.
15.	Wilson Park	Ribaut Road Jenkins Street	1 acre	Passive	3 benches
16.	Kate Gleason Park	Beaufort County Hospital	2.5 acres	Passive	2 benches
17.	Craven Street Park	Craven Street New Street	½ acre	Passive	3 benches
18.	Pigeon Point Park	Pigeon Point	½ acre	Passive	None
19.	Bay Street Battery Park	Bay Street Carteret Street	½ acre	Passive	4 benches
20.	Freedom Mall Park	Bay Street	5 acres	Passive	1 band shell
21.	Park (no name)	Stuart, James and Depot Streets	½ acres	Passive	None
22.	J. C. Tot Lot	Battery Creek	¼ acre	Active	1 slide, 1 see-saw, playground
23.	Mossy Oaks Mini Park	Mossy Oaks	1/3 acre	Active	Playground and picnic
24.	Arthur Horne Nature Park	Azalea Drive	5 acres	Passive	Scenic park
25.	Henry C. Chambers Waterfront Park	Bay Street		Active	Scenic Park, benches, band shell, Farmer's Market.

Also located in and around the City of Beaufort are several "mini-parks", primarily passive in nature, and generally under a half-acre in size. These are located as follows:

Boundary Street mini-park
The Old Point Green and Pond
The Arsenal Courtyard
Carteret Street mini-park

Port Republic Street mini-park
Calhoun Thomas Park, Ribaut Road
Beaufort County Courthouse Yard
Church Street mini-park

II. Adult Athletics

- A. Women's Basketball: Four teams with games played two times a week at Beaufort High School Gymnasium
- B. Men's Softball: Eight teams with games played three nights a week
- C. Women's Softball: Five teams with games played two times a week
- D. Tennis: Tennis instructions offered for both men and women during the summer beginning with special clinic and climaxed with a local tournament

III. Youth Recreation

- A. Arts and Crafts: an arts and crafts program is conducted for an eight week period at all playgrounds.
- B. Play Day: A play day is held at each playground at the conclusion of the arts and crafts program
- C. Playgrounds: Playgrounds are operated on a twelve month basis. Four playgrounds are operated and supervised during a ten week summer period providing opportunities for low organized activities such as table games, outdoor basketball, volley ball, tot lot play apparatus, etc.

IV. Adult Recreation

- A. Ceramics: Program offers classes for beginners and advanced ceramists which covers a six week instruction period. Special technique instruction is also offered. Facilities are available three days and two nights a week for classes and workshops.

V. Others

- A. Physical Fitness Program: An instructional clinic for all ages and both sexes to provide lasting methods of physical fitness. Program is comprised of exercise and health programs, body building, and conditioning.
- B. Special Events: In addition to the foregoing programs listed, the City Recreation Department also sponsors such special events as:
 - (1) City Wide Table Tennis Tournament
 - (2) City Wide Marble Tournament
 - (3) City Wide Pool Tournament
 - (4) City Wide Horseshoe Tournament
 - (5) Playground Doll Shows

Recommendations

1. Develop 2 three-to-five acre neighborhood parks in South Beaufort to accommodate children and adults in that part of Beaufort. One of these parks should be located in the Waddell Road Area and the second in the Battery Creek Area.
2. Develop additional Passive Recreation Areas. Beaufort is a city with many older retired people. It is also a city with many historic and scenic areas. Passive recreation sites should be located in conjunction with the City's so many natural features.
3. Improve and maintain the grounds of existing parks.
 - a. Battery Park on Bay Street - several benches and drinking fountains should be incorporated with low growing type plantings. Trees and plantings along the bluff should be kept neatly trimmed.
 - b. Arsenal Court Yard - addition of one or more benches and an attractive outdoor picture display board.
 - c. Newcastle Street Playground - the site needs some grading work and landscaping to increase its aesthetic appeal.
 - d. City Tennis Courts and Beaufort Youth Canteen - Additional parking is recommended, also one or more benches should be added. Additional grading is needed around the site. The Canteen center should be relocated to the new Multi-Purpose Facility (as discussed previously) and the building become a support facility for the City courts.
 - e. Beaufort Elementary School Playground - the site needs complete reworking, grading, removal of stumps, installation of drinking fountains and play equipment.
 - f. Woodward Apartments Recreation Area - Hobbyshop should be added, as well as other community rooms.
 - g. Beaufort Sport Complex - filling and grading needed to correct present uneven conditions. Additional seating capacity should be added.
 - h. Pigeon Point Boat Landing - site should be enhanced by the addition of picnic tables, drinking fountains, shelter and fish cleaning facility if the ramp is continued.

- i. Morris Street Playground - filling and grading is needed. Lighting should be added to allow night use.
 - j. Mini Park on Boundary Street at the entrance to the City of Beaufort - Recently completed work has substantially enhanced this parks attractiveness.
 - k. North Street Tot Lot - additional parking space is required. A shelter should also be added to the site.
 - l. Battery Creek Road Park - this park needs more regular maintenance, a small shelter and a couple of picnic table should be added.
4. City officials should study the possibility of acquiring additional land for passive and active recreation.

HEALTH AND WELFARE FACILITIES

Existing Facilities

Beaufort County Memorial Hospital

Beaufort Memorial Hospital is a County administered facility. It is located on Ribaut Road adjacent to Kate Gleason Park. This location is subject to congestion due to an existing intersection and shopping center. Parking for hospital patients, visitors and staff is inadequate, especially during visiting hours.

The hospital employs 215 full-time persons. It is accredited by the Joint Commission on Accreditation of Hospitals and is approved to participate in the Medicare and Medicaid program.

The hospital has two major operating rooms and one Cysts room. A fracture room is located outside of the surgical suite. There are sixteen surgical beds.

Although the hospital is licensed for ninety-nine beds, it has eighty-nine in operation. Currently there are twenty-nine private rooms and twenty-eight semi-private rooms. In addition the hospital has four Intensive Care Units (I.C.U.) beds fully monitored.

At the present time the hospital is entering into a contract for replacing or renovating a major part of the hospital. This will include doubling parking, adding

ten psychiatric beds, enlarging the O.R. suite to include an additional operating room plus a room for outpatient surgery and prep.

At completion, the hospital will have a total of 109 beds that will include a new six bed close-observation unit.

The hospital building program is to be completed in two years, at which time it will meet all safety codes, will have adequate square footage to accommodate the health needs of the area and adequate parking will be available.

Naval Hospital

The Naval Hospital is located approximately one-half mile south of Beaufort in Port Royal. It is situated on a 120 acre tract adjacent to Ribaut Road. The main building was built in 1947 and commissioned in 1949.

The hospital serves the Sixth Naval District. It can accommodate 285 in-bed patients, with an expanded capacity of 347. The average daily bed occupancy is 60. The average number of yearly admissions is 2,650, while the average number of annual out-patient visits is 100,000.

The hospital provides the following services:

Anesthesiology	General Medical
Obstetrics	Pediatrics
Gynecology	Dermatology
Ophthalmology	Physical Therapy
Surgery	Laboratory
General	Podiatry (limited)
Proctology	Dietetic (limited)
Orthopaedics	Otolaryngology

It also provides a variety of recreational activities for convalescing patients, including movies every evening, a hospital library, tennis courts, picnic areas, softball fields, and a volleyball court.

A hospital ambulance service is furnished for active duty personnel. Legal dependents may be provided this service only in an emergency.

The hospital employs 181 civilians, 249 military; total 430. It is staffed 24 hours a day, seven days a week.

There have been no additions to the hospital building, and there are none planned for the near future. The facility adequately serves existing patient loads, and has adequate expandable capacity.

The Naval Hospital is outside Beaufort City,

but was included in this study because it provides medical service to the large number of military personnel living in Beaufort.

Nursing Center

Bay View Nursing Center greatly complements the Beaufort Memorial Hospital, providing for Beaufort residents comprehensive health coverage.

This 88 bed facility is located south of Spanish Point Subdivision with a view of the Beaufort County marshes. The facility includes recreation areas, two solariums, a lounge, beauty and barber shop and a modern kitchen.

There are 33 semi-private rooms, 14 private rooms and 2 four-bed wards.

By December of 1979, the Nursing Center anticipates expansion to include 44 more beds, physical therapy center with appropriate equipment, recreation and conference rooms.

County Health Department

The Beaufort County Health Department is located in the heart of a low-income area on Wilmington Street. This facility includes:

- 3 examining rooms
- 1 x-ray facility
- 1 x-ray conference room
- 1 medical conference room
- 1 treatment room
- 1 laboratory
- 1 education room
- 1 waiting room
- 8 offices

The County Health staff includes 7 physicians, 15 nurses, 5 nurses aids, 6 sanitarians, 14 clerks. There are also several consulting doctors and specialists who are called upon when needed. The Health Department has branch clinics in Bluffton, Hilton Head Island and it holds occasional clinics in Sheldon. A Speech and Hearing Clinic is located in the Town of Port Royal. The Beaufort County Health Department serves Beaufort City and County residents with a broad range of public health services including family-planning, home health services and disease protection programs. The Beaufort Jasper Comprehensive Health Center also serves City and County residents.

Recommendations

1. The Health Department should hire

additional physicians.

2. A district office should be located in Beaufort County to better serve area residents.

Department of Social Services

The Beaufort County Department of Social Services (DSS) has two locations. Part of the Department is located on Boundary Street and part of West Street. Neither building adequately meets the needs of DSS.

The Department of Social Services employs 54 persons:

- 1 Director
- 1 Administrative Assistant
- 1 Intake and Referral persons
- 6 Casework Supervisors
- 1 Chief Clerk
- 7 Clerks
- 2 Case Control Administrators
- 35 Caseworkers and Assistant Caseworkers

The Department's functions are divided among five units which include:

1. Case Management Unit
 - (a) Certification of cases for Title XIX and XX eligibility
2. Food Stamp Unit
 - (a) Certification of Food Stamps
 - (b) Issuance of Food Stamps
3. Homemaker Unit
 - (a) Visitation to elderly
 - (b) Cooking for the unable
 - (c) Home economics
4. Individual and Family Service Unit
 - (a) Adoption and foster care
 - (b) Child abuse and neglect
 - (c) Adult abuse and neglect
 - (d) Day care licensing
5. Public Assistance
 - (a) Hospital and medical services
 - (b) Nursing home services
 - (c) Administration of County's emergency funds
 - (d) Services to other agencies

In 1968 the Department processed 918 cases representing 2,200 county welfare recipients and distributed food stamps to approximately 3,000 persons per month. These figures have been steadily increasing for the past decade. In March of 1977 the Department administered food stamps to 1774 cases representing 6,975 persons.

Recommendations

1. Build new and enlarged complex to house State Public Assistance Offices, such as DSS, Health Department and Job Services. DSS works closely with the other agencies at all times and it would be very convenient for employees and clients if all three Departments were under one roof.
2. Build a group home for status offenders. A site in the Town of Port Royal has been discussed in the past.
3. Establish emergency foster homes. There are very few foster homes in Beaufort County and it is becoming increasingly difficult to place adolescent children in foster homes.
4. Provide the Department with a van and driver-mechanic. Presently many valuable hours of the caseworkers are spent on transporting people. This time could be better spent if the Department had available transportation.

PUBLIC EDUCATION

Existing Facilities

Educational facilities are very much a part of the aggregate community facilities available to local residents. All of Beaufort County is served by one school district operated and financed by the County.

Students in the City of Beaufort attended the following schools:

Beaufort Elementary Carteret Street, Beaufort	Grades K-6
Battery Creek Elementary Burroughs Avenue, Beaufort	Grades 1-6
Mossy Oaks Elementary Mossy Oaks Road, Beaufort	Grades K-6
Robert Smalls Junior High Ribaut Road, Beaufort	Grades 8-9
Beaufort Junior High Hamar Street, Beaufort	Grades 7-8
Beaufort High School Mossy Oaks Road, Beaufort	Grades 9-12
Battery Creek High School West of Battery	Grades 10-12

There are thirteen additional schools scattered throughout the County. They are as follows:

Lady's Island Elementary School	Grades K-6
Hilton Head Elementary	Grades K-7
St. Helena Elementary School	Grades K-6
Michael C. Riley Elem. School	Grades K-6
Port Royal Elementary School	Grades 1-6
Shell Point Elementary School	Grades K-3
Dale Elementary School	Grades K-7
Daufuskie Is. Elem. School	Grades 1-8
Broad River Elementary School	Grades K, 4-6
St. Helena Junior High	Grades 7-9
H.E. McCracken High School	Grades 7-12
Sunrise Center	Grades 9-12
Lobeco/Beaufort County School for exceptional children	Grades Elementary

In addition to the above educational facilities, two sources of higher education are available to the residents of Beaufort. The University of South Carolina-Beaufort offers an Associate in Arts or Associate in Science degree program, as well as graduate courses leading to the Master of Arts Degree in Education and Business Administration.

Beaufort Technical College (TEC) provides vocational and technical training to area residents. Instructions ranging from service trades to highly technical occupations are offered. The College also offers community interest courses to the general public for no credit.

Clemson University Extension also offers a variety of community interest courses to the area residents.

Over the past seven years renovations have been made in some schools and two new schools have been built. A new Beaufort-Jasper Career Education Center recently began operations and will provide vocational training for High School students and the community as a whole.

A study of Beaufort County school facilities and procedures was completed in May 1977 by the Office of Technical Assistance and Surveys on behalf of the Beaufort County Board of Education. In the study, strengths and weaknesses of the district's educational programs and facilities have been identified and recommendations describing ways to improve them were specified.

PUBLIC LIBRARYExisting Facilities

Beaufort County maintains a single library system to serve the entire County. The library headquarters is located on Craven Street in Beaufort. This facility is open to the public 56 hours per week, Monday through Saturday. Besides the main library in Beaufort a branch library has been established on Hilton Head Island and a bookmobile serves the entire County.

Financial support of the system is made up of local appropriation and State Aid of 35 cents per capita.

The staff consists of 11 persons, six are employed by the county library headquarters, 3 at Hilton Head branch and 2 on the bookmobile.

The bookmobile is out five days a week, serving 45 communities plus six additional communities during summer months. Stops are made in these areas every two weeks. However, isolation of many small islands and lack of connecting roads hamper full development of bookmobile service in the county.

The main branch of the library contains more than 56,000 volumes, provides film series and childrens stories hour, has a good collection of classical records, is equipped with one 16 mm film projector for loan to civic groups, schools, etc., a microfilm reader-printer and a copy machine for public use.

Present facilities of the main library are inadequate for the growing book collection and services provided by the library. Due to limited space films cannot be shown during working hours.

Recommendations

1. Study the feasibility of county library expansion. If relocation of the City Fire Department does occur at some point, the library could acquire that building, or consider conversion of Armory for library use. If and when the facility is expanded, childrens' reading room and meeting-conference room should be provided.
2. Establish an additional bookmobile service.

PART IV

FUTURE LAND USE

FUTURE LAND USE

Land use patterns of the City of Beaufort are fairly well established. Redevelopment in the City's urban core and the filling in of vacant lots and parcels is expected to follow existing land use patterns. This does not mean there will not be future land use conflicts or that current land use patterns represent the ideal situation. In an urban setting each new building, curb cut, redevelopment alternatives, or any other action affecting the use of land will have a direct effect on neighboring land use and the public facility infrastructure. As with any urban environment, both positive and negative potential exists for future development or redevelopment alternatives.

For purposes of projecting future land use, the City has been divided into three study areas:

Urban Area - That area consisting of the older urban area of the City including the Point and Pigeon Point residential areas.

Route 21 Corridor - That area extending from Ribaut Road west to the intersection of Route 170, including land currently outside the City limits.

South Suburban - That area south of North Street within the City limits.

Urban Areas

The City's historic district, riverfront and overall scenic beauty provide the basic physical framework which the City has and should continue to emphasize. Positive actions to reinforce these basic elements have been:

- the designation of a portion of the downtown area as a National Landmark District on the Historic Register, and the creation of an architectural review board to protect the architectural integrity of the district.
- the City's Community Development Program aimed at rehabilitation of existing residential structures, with a comprehensive approach to improving neighborhood environs and amenities
- continued private investment in the restoration of residential and commercial structures in the downtown area

- administration of zoning and subdivision regulations to maintain land use integrity; with current efforts being focused on a tree ordinance to preserve the natural beauty of the City.
- emphasis on the urban area as the center of government, finance, banking and the legal profession.

The above are some of the more important steps taken to emphasize the positive elements of the City's current and future development patterns.

The continued private and public investment in the older urban area should go a long way towards maintaining a stable mix of residential, commercial, office and institutional land uses. The revitalization of this area should produce an atmosphere conducive to increased residential development, which in turn will increase related commercial, service and business development. In addition, emphasis on the historic district and riverfront will encourage tourism adding to the economic rejuvenation of the City's urban area.

Route 21 Corridor

In contrast to the urban area with its older structures and grid street pattern is the Route 21 Corridor, primarily made-up of strip commercial development including two shopping center complexes (Beaufort Plaza and Jean Ribaut Square). As is discussed later in the Transportation section, the major problem facing the Route 21 Corridor is the traffic carrying capability and safety of Route 21. The large number of curb cuts create conflicting traffic patterns which impede the flow of traffic and decrease the safety of this arterial. Given the current situation, it can be readily assumed that the efficiency of this segment of Route 21, in terms of handling through traffic, will continue to diminish.

A by-product of strip commercial development is its overall unaesthetic character. The lack of landscaping, the conglomeration of signs and billboards, and deterioration of older businesses detracts from the appearance of this area as the entrance to "Historic Beaufort". The trends of commercial development along Route 21 has been established and will continue to the detriment of the transportation network.

South Suburban

The south suburban area of the City primarily contains single family residential development

flanking Ribaut Road, the most heavily traveled major arterial in this area.

The general residential character of the south suburban area is off-set by existing and emerging strip commercial development along Ribaut Road from Beaufort Technical College south. The established residential areas appear to be well protected from the possible encroachment of incompatible land uses.

Future land use for this area will continue to be single-family residential, multi-family residential and commercial development following existing patterns.

LAND USE POLICIES AND STRATEGIES

Again, focusing on the older urban area of the City, the following set of land use policies have been formulated to encourage orderly future development and redevelopment patterns.

Emphasis on the City as a place to live

Every attempt should be made to maintain a sound residential environment by:

- (a) eliminating excessive through traffic on residential streets.
- (b) providing additional urban parks and open space;
- (c) reducing land use conflicts between residential and heavy commercial development;
- (d) use of landscaping and buffer treatment to maintain a compatible land use mix;
- (e) encouraging medium density townhouse and apartment development within the urban area.

Emphasis on the City as a place to work

One of the benefits of living in an urban environment is that of being close to one's place of employment. In this regard the following should be emphasized:

- (a) encourage redevelopment of the City's downtown and central business district to include medium rise office, commercial and institutional development;

- (b) continued encouragement of tourism and related business within the historic district and adjacent to the waterfront;
- (c) location of commercial establishments away from the highway and more towards a pedestrian park and shop, or mall orientation;
- (d) increase vehicular accessibility to downtown by creating a smooth and uncongested entrance and exit route with sufficient parking at downtown destinations.

POLICY IMPLEMENTATION

Implementation of both residential and employment center policies should be complementary to one another in order to promote a harmonious living and working environment.

Transportation

A major factor in implementing the above stated policies is the routing of pedestrian and vehicular traffic in such a manner as to enhance the integrity of established residential areas, while promoting an economically viable downtown.

In this regard there are three types of vehicular trips to be considered:

- (a) Internal Trips - Trips with an origin and destination within the urban area of the city.
- (b) External Trips - Trips originating from the urban area with a destination outside that area and vice-versa.
- (c) Through Trips - Trips having an origin and destination outside the urban area.

Route 21 is the main entrance to the City. Currently, that facility has the highest traffic volumes of any arterial in Beaufort County (31,000 ADT -1978). These high traffic volumes coupled with an intense amount of strip commercial development, also makes Route 21 one of the most heavily congested arterials in the County.

Route 21 (Boundary and Carteret Streets within the urban area) is used for all three classifications of trips (internal, external, and through). Its function as a through street is obvious since it is the only connector to Lady's Island, St. Helena Island, Hunting Is-

land and Fripp Island. Thus, traffic originating from or destined to any one of the Islands must travel Route 21 across the Robert C. Woods Memorial Bridge.

This traffic presents no economic benefits to the urban area or downtown. Essentially, strip commercial development west of the Woods Bridge intercepts this through traffic, leaving the downtown area with the congestion.

The new Lady's Island Bridge will draw some of this through traffic away from the downtown area; however, terminating this arterial at Ribaut Road, rather than completing the outer loop, reduces the effectiveness of the facility as a by-pass for through traffic.

As the population increases in both the western and eastern urbanizing portions on the planning area, the Route 21 situation will worsen. There is no apparent solution to this problem in the immediate future. The Beaufort Area Transportation Study proposes the extension of Duke Street, along the railroad trestle across Battery Creek, as a by-pass to a portion of Route 21. This proposal would bring traffic into the downtown area, and only should be considered as a direct route to the downtown area, not a route for through traffic.

It would appear that a circumferential limited access arterial, as proposed in the Beaufort Area Transportation Study is the only effective long-term solution to the Route 21 problem. In this regard it is recommended that the State Highway Department:

- (1) begin to acquire right-of-way to extend the Lady's Island Bridge Route from Ribaut Road across Battery Creek.
- (2) conduct a study to determine the economic feasibility and relative merits of constructing the Duke Street extension.
- (3) establish the priority of the northern segment of the circumferential route, including the Brickyard Creek bridge.

For purposes of analysis, land use will be determined on the basis of the existence of a circumferential route, without the Duke Street extension.

RECREATION AND OPEN SPACE

The recreational needs of various segments of the City vary, depending on density of development and recreational facilities currently in existence.

The urban area has several significant parks including Woodward, the Sports Complex, Bladen Street tennis courts and the newly constructed riverfront facilities (Henry C. Chambers Park). These large facilities should be supplemented by smaller passive urban parks throughout the more densely developed downtown area.

If it is assumed the City will move in the direction of redevelopment to higher density residential and office development, then the acquisition of land for urban parks is essential. In this regard, landscaped passive recreation urban parks would provide the open space necessary to support increased development densities.

The south suburban area currently has no large multi-purpose recreational facility. The new Southside Boulevard Park on the site of the City's sewage treatment plant facility is proposed to contain four lighted and fenced tennis courts and group picnic facilities. The population in the area (currently estimated at 5,000) will increase as more multi-family development occurs. However, even at current levels additional recreational facilities are needed, especially ball fields.

FUTURE LAND USE ALLOCATIONS

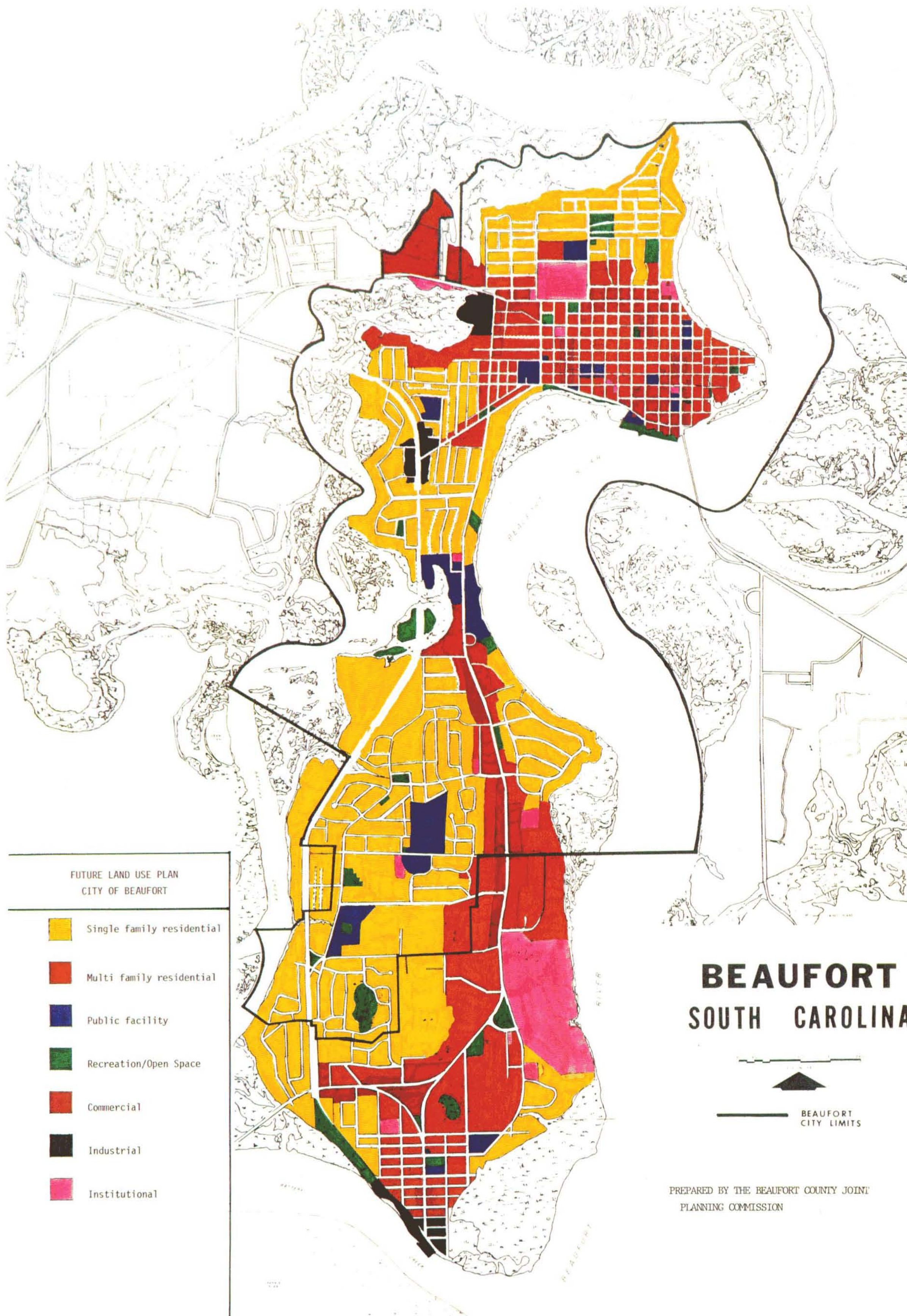
Future land use for the entire City, as stated earlier, will consist of a filling-in process of already existing land use patterns, except for portions of the urban area where redevelopment activities may alter the intensity of land use. In the case of the urban area, the City's Comprehensive Community Development Plan was used as a guide for establishing future land use.

Future land use decisions for the Route 21 Corridor and Southside Suburban area are generally based on principles of land use compatibility and the effects upon the existing and future transportation system.

DOWNTOWN REVITALIZATION

There have been continuing efforts on the part of both private and public sectors to invest in the future of Beaufort's downtown area.

FUTURE LAND USE — CITY OF BEAUFORT



In this regard, private initiative has provided for the restoration of many historic structures as well as some new construction. Public investment in the waterfront project will produce a positive economic impact on the downtown area through establishing a focal point, recreational area, and parking for persons visiting the area.

The atmosphere is conducive to continued investment and innovative approaches to stimulating the viability of the downtown area.

One such approach is that of providing a civic center in the downtown area.

For years the citizens of Beaufort have expressed the need for a civic or community center. So many times in the past, plays, dances, banquets, pageants and the like have fallen somewhat short of expectation from the lack of an appropriate facility for these and other functions.

With the interest of the City residents and current City administration that has been expressed for such a project, it is the recommendation of this plan that a community center be the next major project undertaken by the City.

The community presently depends on the National Guard Armory, the Beaufort Elementary School auditorium and various school gymnasiums for almost all of its major indoor functions. These facilities, which are limited in space and not constructed for such use are inadequate in many ways for most social and cultural functions for which there is a desire in Beaufort. A new multi-purpose facility properly sized and located in the City would add a much needed and desired dimension to a large array of annual, special, and to date, unexperienced social and cultural events.

In past years, several potential sites for a civic center have been discussed. These are:

- (a) Woodward Apartments - Pigeon Point
- (b) Beaufort Junior High School site
- (c) Ribaut Road next to Ribaut Lanes
- (d) Robert Smalls Junior High School site

While each of these sites have potential as a civic center location, each also has several drawbacks that lessen their suitability.

It is the recommendation of this report that the civic center be located in the downtown area to further accentuate the revitalization program and serve as a compliment to the waterfront project.

The block bounded by Craven, Port Republic, Scott and West Streets would provide the type of setting needed to integrate a civic center into the overall downtown project. By locating a civic center in this block, existing adjacent parking areas directly east and west of the location and planned parking areas on the waterfront park could serve the center.

Most civic center functions would occur in the evenings when these parking areas are not utilized for daily business activity.

The major drawback to this site is the existing structures. The entire block is currently utilized by some five or six businesses and the Department of Social Services. Acquisition and demolition or structure moving costs will add considerably to the overall project cost. Map 2 shows the city block layout and existing uses.

Research on the Savannah Civic Center in neighboring Savannah, Georgia, and the proposed site dimensions indicate that a facility of some 60,000 square feet would adequately serve the Beaufort area. To properly fit the site a two story building should be built consisting of a large auditorium on the first floor and meeting rooms, banquet rooms and offices on the second. Architecturally, the structure should naturally be compatible with the character of the Beaufort Historic District. One suggested approach is to design a facility closely resembling the former Sea Island Hotel on Bay Street overlooking the bay. A photograph of this structure is included. (page 85).

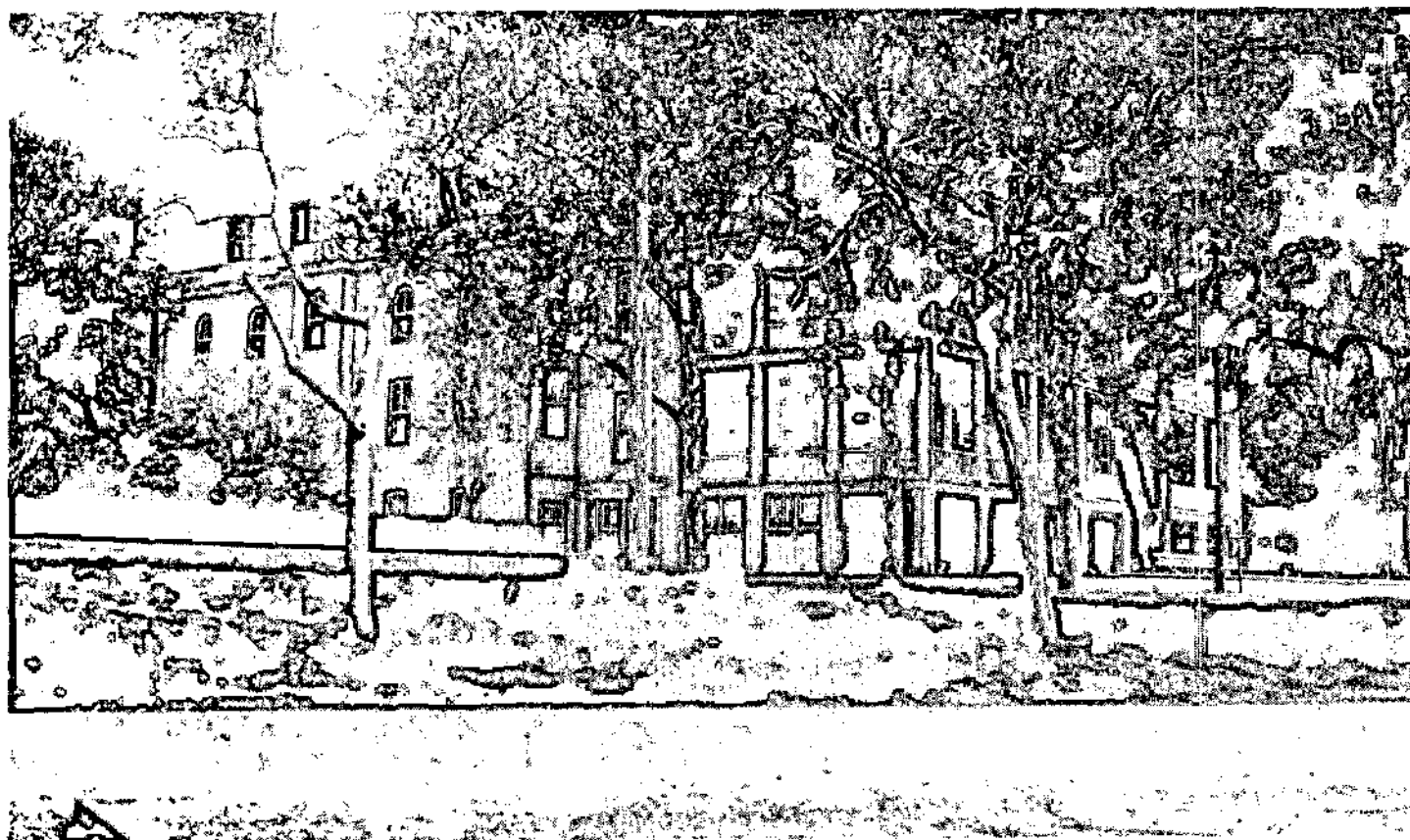
The proposed facility should be owned and operated by the City and reasonable charges set for its use by community groups, organizations and promoters of special events.

Estimated cost of the facility including land acquisition and relocation assistance is 3 million dollars.

HISTORIC PRESERVATION AND URBAN BEAUTIFICATION

The Architecture of Beaufort

The City of Beaufort has a rich historic and architectural heritage, of which her citizens are keenly aware and very proud. Beaufort is a unique coastal city with a treasury of Southern American architecture of the first half of the 19th Century. Beaufort's



Former Sea Island Motel on Bay Street

strategic location on the Intracoastal Waterway and its many open vistas of marsh and salt water give the City a maritime charm. These factors plus a mild climate attract many yachtsmen, golf and tennis buffs, tourists, and retirees to the area.

The architecture of Beaufort is distinct from its equidistant larger neighbors, Charleston to the north and Savannah to the south. While these cities are quite distinct from each other architecturally, both have an indistinguishable urban character of larger houses and townhouses on small lots. In contrast, Beaufort's houses, free standing on large lots, are more akin to the architecture of the majestic Southern Plantations of the period. They are like plantations constructed in town.

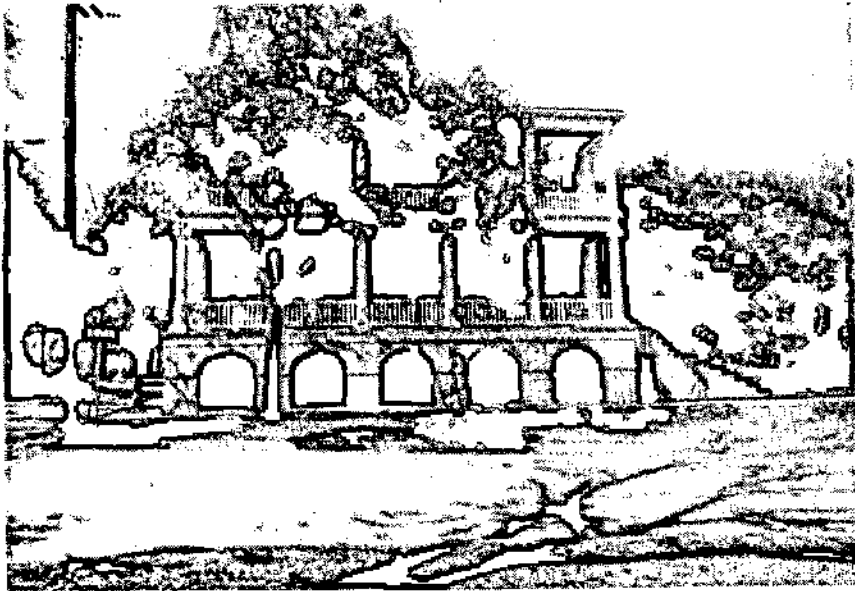
The main facade of the Beaufort style home faces south to the river to take advantage of the breeze off the water. A two story piazza is common, often with different classical orders on each story. The main body of the house is usually rectangular with a low-pitched hip roof. Often the houses sit on a high podium or base creating an above ground basement. Exteriors are finished either of clapboard, stucco, over brick or tabby.

Beaufort contains a number of individual homes which are architecturally and historically significant. The citizens and government of Beaufort are cognizant of this resource and have taken steps to preserve this heritage.

In 1969 a 124 block area of the City was placed on the National Register of Historic Places as a Historic District. In 1974, the status of the area was upgraded to a National Historic Landmark District. Seven individual homes within the City are also on the National Register of Historic Places.

In June, 1970 the consultant firms of Carl Feiss and Russell Wright, Consultants, prepared an in depth inventory of the historic buildings of Beaufort known as Historic Beaufort, South Carolina: A Report on the Inventory of Historic Buildings, 1968-1969. In 1972 Russell Wright followed with A Preservation Plan for Historic Beaufort, South Carolina. This plan suggested various architectural modifications to alter buildings in the historic district to return them to their original design.

In 1971 Beaufort updated its zoning ordinance to include a Historic District with restrictive provisions within that district. A Board of Architectural Review was established. This board has review power over any construction, alteration, signage, or demolition in the district.



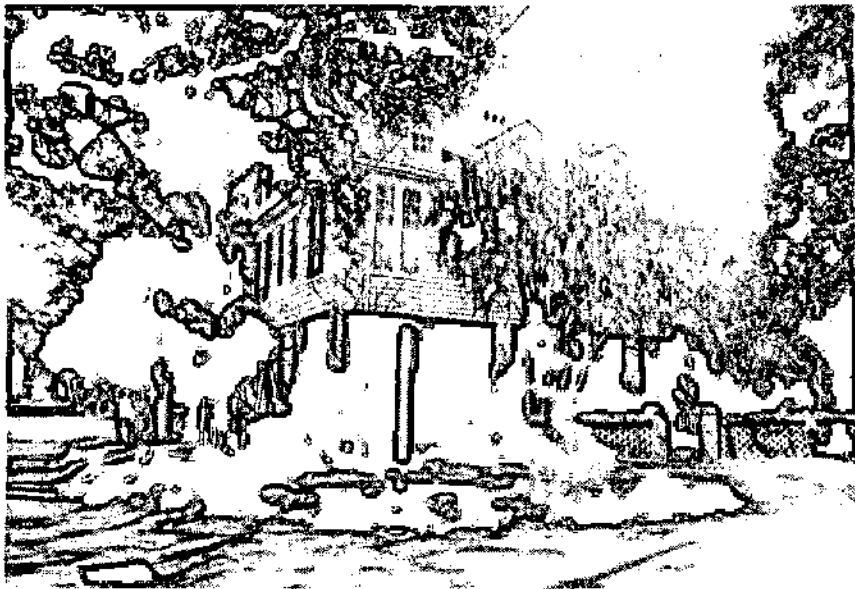
Beaufort Style House

Secession House
1113 Craven Street



Johnson - Danner House

"The Castle"
411 Craven Street



Tailbird House

409 Hancock Street



Means House (Edward)

604 Pinckney Street

Urban Design of the City of Beaufort

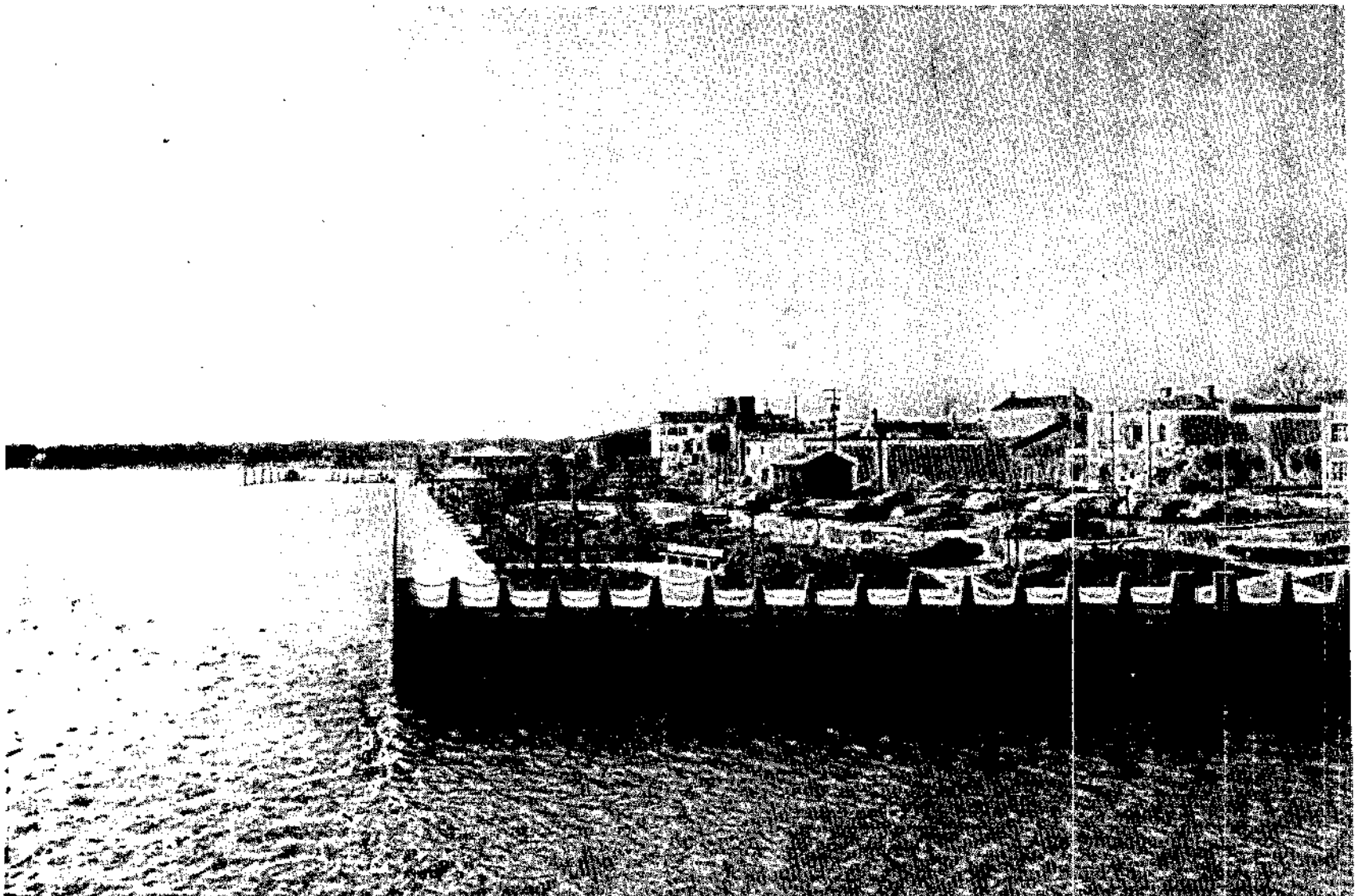
The Landmark District includes the central business district and surrounding 18th and 19th century single-family residential structures. As previously discussed, land use controls protecting the historic district have been in existence for several years.

The central business district of Beaufort like the surrounding neighborhoods has a nineteenth century character. Two story frame and brick buildings line Bay Street, the City's principal business artery. The rear of the stores on the south side of Bay Street extend back to the Beaufort River. The city has recently completed a multi-million dollar waterfront park project located behind these stores. Landscaping, parking, public marina, and other recreational amenities will create a mall for the attraction of local shoppers, tourists, and traffic from the Intra-coastal Waterway to downtown Beaufort.

The Waterfront Project overlooks the Beaufort River, which is part of the Intra-coastal Waterway. In 1976 Laurence A. Alexander Co., Inc. prepared for the City a downtown economic study; Beaufort, South Carolina, Downtown Planning Program. The results of this research indicates that Beaufort can realistically hope to attract 20 to 40 percent of the Intra-coastal Waterway traffic and can draw an additional \$240,000 to \$480,000 in annual retail sales to the central business district. This potential can only be realized if merchants improve their rear facades to attract trade. This should be done in strict conformity with the character of old Beaufort in order to maximize the existing 19th century theme.

When one leaves the historic district of Beaufort, sharp contrasts to this charming beauty are found. North and west of the district is any area characterized by substandard housing, unkept grounds and narrow streets many of which are in a state of disrepair. A lack of sidewalks and inferior storm drainage exist here. Actually, about two thirds of this area is

Waterfront Project
Henry C. Chambers Park



included in the National Landmark District and National Register of Historic Places. Some of the homes in the area are architecturally and historically important cottage type dwellings built in the 19th century. Their value has been documented in the Feiss-Wright studies. Many of these structures are in dilapidated conditions. The Historic District as established in the Beaufort Zoning Ordinance does not include this portion of the Landmark District. It was felt by the Feiss-Wright consulting team and City Council that the socio-economic and architectural conditions in this area would not be conducive to Historic District controls.

The City is aware of the potential of this area and has committed its Community Development block grant funds to rehabilitation activities in this area. Total rehabilitation of the area is a key factor in keeping the central business district and Old Town residential areas viable. The value of historic structures in the depressed area can only be re-established if both the dwellings and their surroundings are rehabilitated, and this is currently under way.

Historic Preservation/Urban Design Goals and Objectives

The purpose of this section is to establish a concept of urban design and historic preservation which integrates sound historic preservation values with modern development trends. The goals of such an undertaking must be:

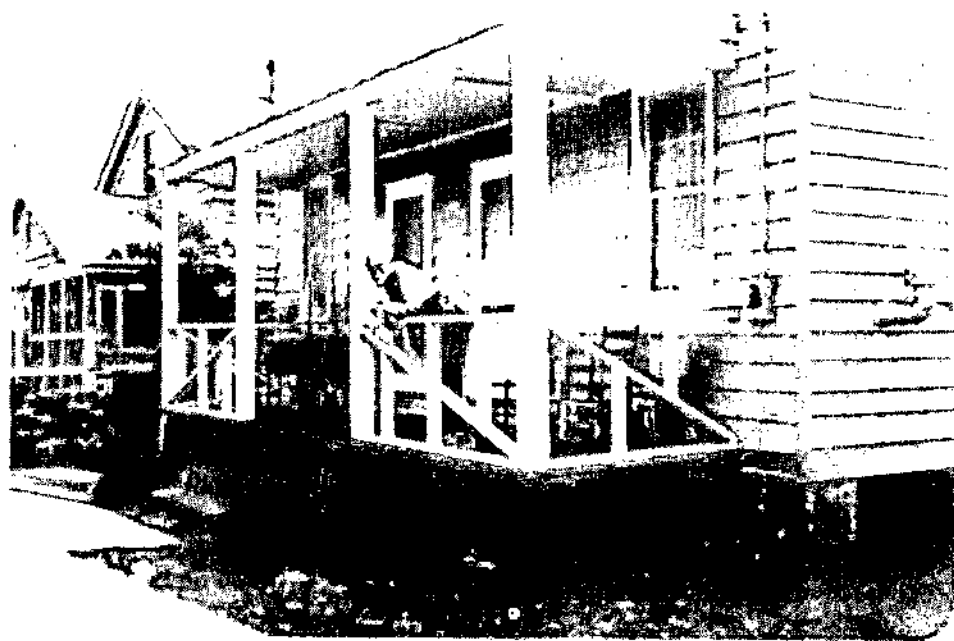
1. To maintain a city which is of a human scale.
2. To relate urban architecture to natural surroundings.
3. To make the City diverse and distinct yet harmonious.
4. To maintain a theme and character of human expression and experience in the City.

The City of Beaufort suffers from many of the plights of contemporary urban design which plague the majority of American cities. The interface of man and nature has been sacrificed for the demands of the automobile. Trees and other important features of the

The same house after receiving Community Development rehabilitation funds.



A home in the Community Development target area.



landscape are compromised.

As the quality of life is downgraded to a level where the City is unpleasant, people move to suburbia. But there also, the uncompromising demands of the automobile must be reckoned with. Society must ultimately cope with these circumstances. The inner city of most communities offers the character and design where this dilemma can be reconciled. Such is the case in Beaufort.

In order to preserve the quality of Beaufort's Landmark District, certain objectives must be established.

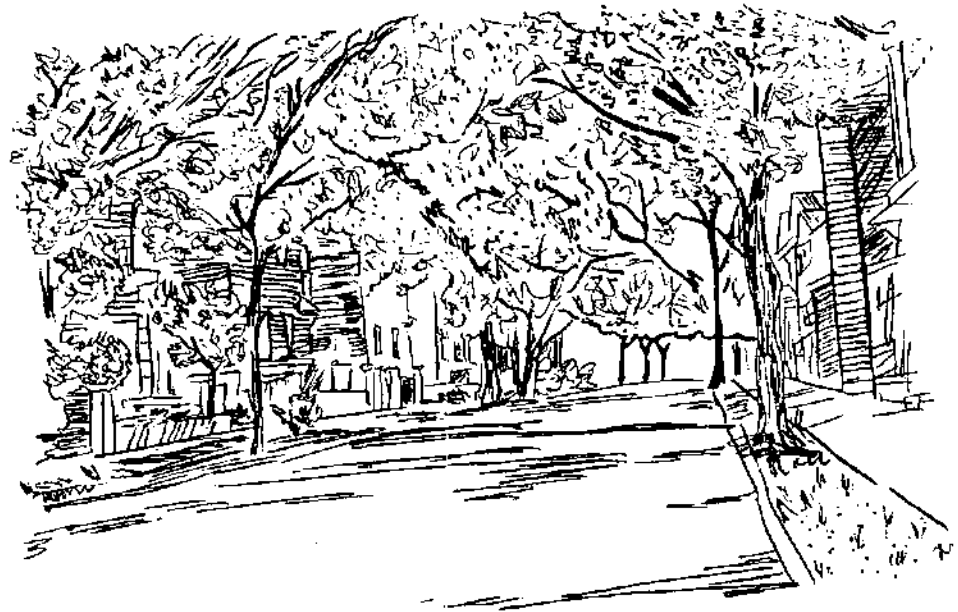
1. To promote land use controls that protect the historic area, yet leave enough flexibility as to not restrict potential uses which foster restoration and economic rejuvenation.
2. To mandate controls which render approaches to the historic area consistent with its theme and character.
3. To stress rehabilitation of blighted areas in proximity to the historic old town, thus checking the spread of blight.
4. To maintain a level of services and activities in the inner city which will establish and maintain its attractiveness to residents and shoppers.

Preservation Alternatives for Beaufort

At present the most significant preservation effort in the City is provided by the Historic Beaufort Foundation. This body has a revolving fund available for the purchase and resale of historic properties in jeopardy of demolition and or decay. The service of the foundation cannot be over emphasized.

Changes made in the federal income tax structure by the Tax Reform Act of 1976 encourages historic preservation. New tax incentives are offered for the rehabilitation of any "certified historic structure." New penalties are laid on those who tear down such a structure. The taxpayer gets the same accelerated depreciation on a "substantially rehabilitated historic property" as on a new construction. As an option, the taxpayer can, with some limitation, take a five year write-off. If a developer demolished a historic structure and puts up a new building, he will be denied the accelerated depreciation benefits and will suffer other penalties as well. This private

restoration effort is complemented by the City's Community Development rehabilitation effort in the nearby low-income neighborhood strategy area as previously discussed (see Housing Chapter). Co-ordinated public expenditures should be promoted in both areas to help ensure a healthy climate for private restoration and rehabilitation projects. Such expenditures might include street tree planting, paving, and sidewalk repair as well as lighting for parking lots and street furniture. These amenities have been added to the Bay Street - Henry C. Chambers Park area.



Trees are an irreplaceable treasure of the City.



Removal of overhead wires can increase and enhance the appearance of the downtown area.

The presently constituted Board of Architectural Review serves as a strong deterrent to demolition or alteration of all structures within the Historic District or any structure in the City built prior to 1862. In a city as architecturally rich as Beaufort, the obvious concern arises over protection of noteworthy structures constructed after 1862. Beaufort does contain a number of Victorian structures which add to the City's character. It is advisable that the authority of the Board of Architectural Review be expanded to include any structure built in the city prior to 1900.

It is essential that if Beaufort is to maintain a reputable Historic District as a tourist attraction, the approaches to that district must be made appealing. The City should give consideration to strengthening its existing sign ordinance to conform to the requirements of Beaufort County's ordinance. In addition to more stringent sign requirements, the City should initiate a citywide tree planting project to add natural color and foliage to commercial strips and other boulevards and adopt a tree ordinance to preserve existing trees.

The Historic District section of the Zoning Ordinance mandates stricter sign requirements here than in any other portion of the City. This is accomplished through the delegation of authority to the Board of Architectural Review to consider the design and character of buildings and their immediate surroundings in the Historic District. No specific guidelines concerning size, materials, textures, or colors of signs permitted in the district are currently given. Some confusion has occurred over this in the past. The City does have a consulting firm drawing up historic preservation guidelines for use by the City Architectural Review Board.

The Historic District of Beaufort offers many magnificent vistas of landmarks and the Beaufort River and its adjacent marshes. The central business district is generally well maintained on the street but does not use its historic potential to full advantage. As previously mentioned, the Wright Preservation Plan (1972) emphasizes that certain commercial buildings on Bay Street have been altered and their facades are in sharp contrast to surrounding structures. The Beaufort Urban Design Study (1972) prepared by the Clemson University College of Architecture presents a very similar design for commercial rehabilitation on Bay Street. Renovation of several structures has occurred since the 1972 study. Most notable among these are the Bankers Trust Building and the John Mark Verdier House.

Completion of the Henry C. Chambers Park will enable downtown Beaufort to utilize its most valuable resource, its location on the Beaufort River. With the completion of the park, this is a crucial time for downtown commercial renovations. The once inaccessible rear facades of stores on the south side of Bay Street will now be accessible from the new waterside. Renovations should be coordinated with the recommendations of the Wright and Clemson studies and should coincide with needed front facade restorations.

In conjunction with the Henry C. Chambers Park, the City has negotiated with South Carolina Electric and Gas Company to place all utility lines on Bay Street underground. This project should be pursued to completion. On many streets in the Historic District overhead wires detract from views of outstanding structures and bisect otherwise beautiful trees. Burial of overhead wires should be actively sought in all feasible areas of the downtown and historic areas. The appearance of streets like Carteret, Port Republic, East and King would be improved enormously if overhead utilities were buried.

Summary of Historic Preservation Recommendations

1. Continuation of Beaufort Historic Foundation private renovation projects and public HUD Community Development rehabilitation program.
2. Institute public program of tree planting, sidewalk repair, lighting and street furniture to stimulate historic neighborhood renovations.
3. Strengthen City-wide sign regulations and institute more specific sign restrictions in the Historic District.
4. Encourage private investment in renovation of rear facades of Bay Street stores adjacent to the Henry C. Chambers Park; encourage simultaneous front facade renovations, all in conformance with Feiss-Wright design recommendations.
5. Bury overhead utility wires wherever feasible in the Historic District with emphasis on downtown business district.
6. Adopt a City Tree Protection Ordinance.
7. Adopt Historic Preservation guidelines.

PART V

BIKE SYSTEMS

BIKE SYSTEMS

Bicycles have become an integral part of today's living. In 1971 and again in 1975 more bicycles were sold than cars. People in every age group are actively participating in the bicycle boom.

Although riding for recreation has been the prime use of the bicycle in the United States, the recent impetus of the energy crisis, the concern over non-polluting forms of transportation, as well as certain federal and state legislative policies have done much to encourage the use of the bicycle as an alternate means of transportation.

Bicycles have become a very popular mode of transportation in the City of Beaufort. School age children constitute the majority of users of bicycles. However, there is an increasing trend in bicycling among all age groups, primarily for pleasure and recreation.

Bike Systems Facilities

In order to encourage this mode of transportation; and, to make bicycling a safe and effective alternate transportation mode, special routes for the exclusive use of bicycles should be considered. Thus, the purpose of this section is to suggest a system that will meet the needs of the bicycling public in Beaufort, and be practical to implement in terms of cost and time.

A bike system is usually made up of three types of facilities; bike paths, bike lanes and bikeways.

Bike Paths

Bike paths are separate lanes completely removed from a street or highway right-of-way. These paths are desirable due to their safety factor. However, since they often do not utilize existing right-of-way, their costs tend to be high.

A standard bike path, 7 feet wide to accommodate two-way bike traffic is possible on sidewalks, utility and railroad rights-of-way, river banks and drainage swales.

Sidewalk bicycle paths separate the bicyclists and auto traffic, but present other problems. The addition of width to reserve part of the sidewalk for pedestrians and part for bicyclists is expensive. Special curb-cuts have to be constructed for ease of riding through inter-

sections and prevention of damage to bicycles. For these reasons sidewalks are not recommended for bike paths, except under special circumstances or for short distances.

Parkway Bicycle paths require the construction of asphalt paths, curb cuts and painting at intersections. The bicycle path should parallel the roadway approximately 100 feet to each side of the intersection, this would permit both the bicyclist and the motorist to see one another before arriving at an intersection.

Utility and railroad rights-of-way, river banks and drainage swales offer good routes for bike paths and are completely separate from streets and have few street crossings.

Bike Lanes

Bike lanes are special lanes which remain a part of an existing road. The bicycle shares the road surface with other vehicles and is separated by a lane stripe or raised curb.

Although the least expensive system, bike lanes are somewhat dangerous, since they require one bicycle lane go against the normal vehicular traffic flow. This system is most feasible on a one-way street where traffic is restricted to a one-way direction or where traffic volume is low.

Bikeways

A bikeway is merely a bike route designated on an existing street. The route is marked by signs to guide the cyclist along low traffic volume streets, and to warn motorists to be on a special look-out for cyclists. Bikeways offer the least protection to cyclist.

The bulk of any bike system will most likely utilize existing streets and right-of-ways. Therefore, bike system facilities must consider the constraints of roadway widths, traffic volumes, available right-of-way and speed limits. Bikeway improvements and route selection must carefully analyze existing traffic situations and recommended improvements that will be safe and reduce the potential for conflict between automobiles and bicycles.

Opportunities and Limitations

In developing a bike system for the City and adjacent areas, various opportunities and limitations to routing must be considered.

The City is practically fully developed; therefore, the most desirable bike system facility, bike paths, will have limited application except for the use of existing linear rights-of-way.

The use of existing streets exclusively for bike lanes, would mean that a portion of existing streets could not be used by motorist. Generally, the State Highway Department does not support the

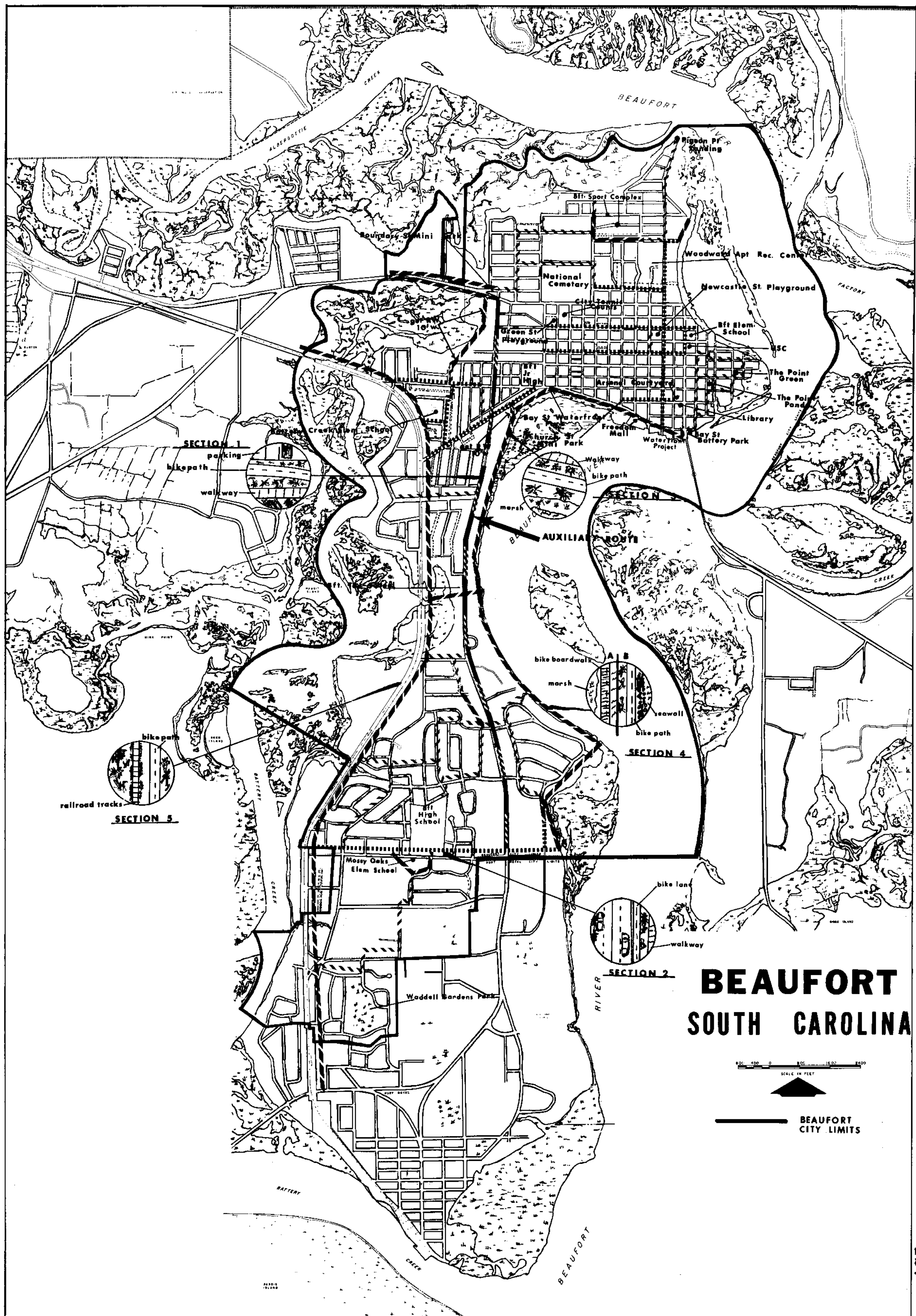
concept of reducing vehicle traffic lanes to accommodate bicycle traffic. In addition, bicycle lanes are not funded by the state in new highway construction.

Thus, any bike system developed will have to make use of bikeways on existing street right-of-ways; supplemented by bike paths where practical and possible. In this regard, two existing non-vehicle rights-of-way exist which may lend themselves to bike path developments:

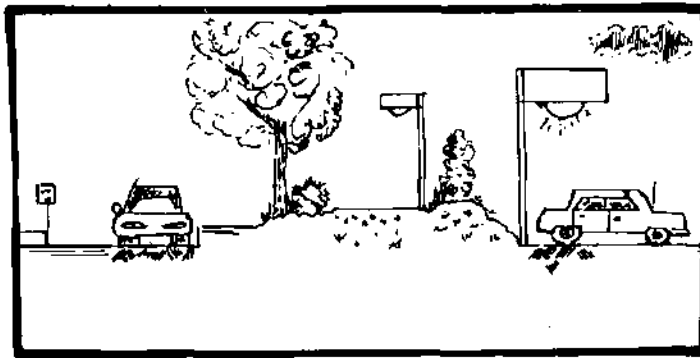
- the rail road right-of-way paralleling Battery Creek; and,
- Bay Street Park from the Henry C. Chambers waterfront park to Hamar Street.

In addition to the above, portions of publicly owned land such as parks, campuses, grounds of schools and other public facilities should be considered as links in the overall system.

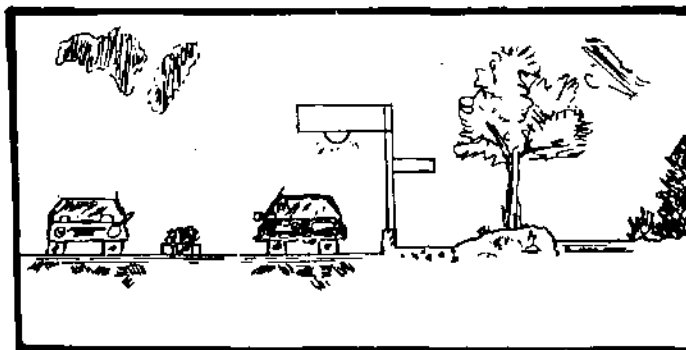
BIKE LANES



SECTIONS



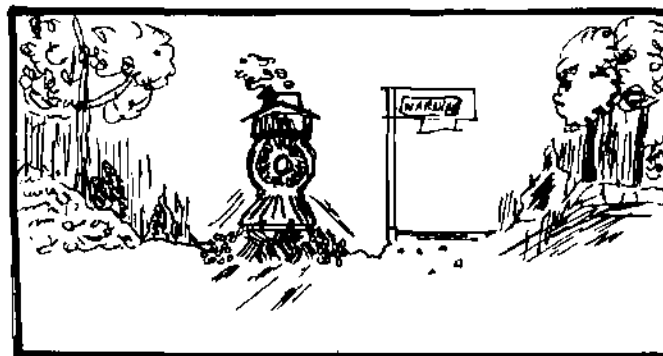
SECTION 1
BIKE PATH



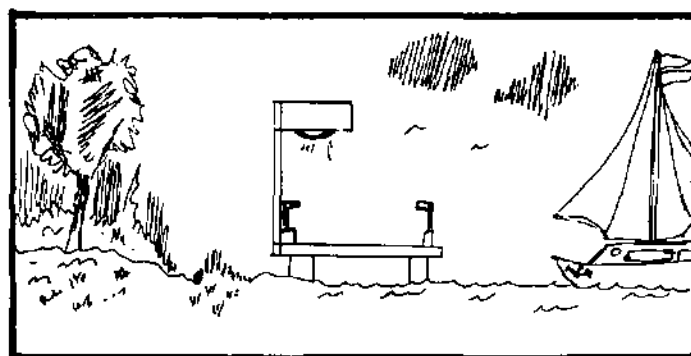
SECTION 2
BIKE LANE



SECTION 3
BIKEWAY

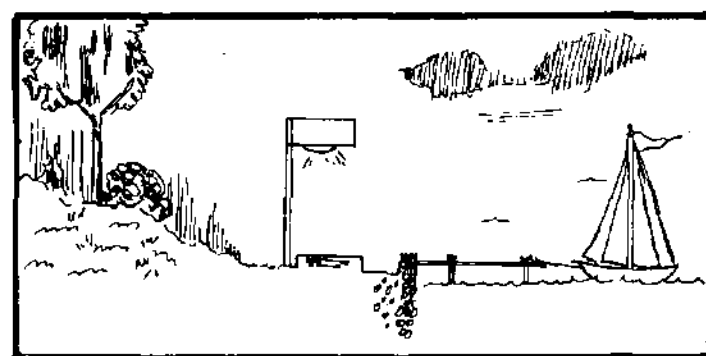


SECTION 5
R.R. BIKEWAY



SECTION 4
OPTION "A" BOARDWALK

or



SECTION 5
OPTION "B" BIKEPATH

THE PROPOSED BIKE SYSTEM

The proposed bike system for the City of Beaufort and surrounding area is aimed at the following two objectives:

- (1) providing safe routes for school age children to ride to schools and recreational areas; and,
- (2) the linking of various scenic and historic points of interest for bike riders.

The proposed bike system is based on the above routing objectives as well as, taking the least cost approach to implementation.

Map 15 illustrates the type of approach the City should consider implementing. The system makes use of residential streets and publicly owned land. There are 3 miles of bikeways, using existing streets, and 1.25 miles of bike paths, requiring grading and paving.

Bike Route

Beginning at Arthur Horne Nature Park the route runs north on Ivy Lane, east on Waddell, north on Tailbird, jogs east to Southside, then north on Duncan to Mossy Oaks Elementary School. At this point an asphalt section is proposed along the western perimeter of the school. The route continues across Mossy Oaks Drive to Mossy Oak High School where a paved section is proposed to run along the western perimeter of the school grounds, crossing the drainage ditch at the rear of the school (culvert and paved section), and emerging onto Jane Way. The route will follow Jane Way to its intersection with Battery Creek Drive and then north on Battery Creek Drive to First Avenue.

Heading east on First Avenue the route runs across Ribaut Road. A crossing would be painted and appropriately marked. At this point a portion of the Western Sizzler parking lot perimeter could be striped to the rear of Kate Gleason Memorial Park. A bikepath is proposed within the park along the bluff, and continuing along the rear of the hospital to the Beaufort Tech Campus. It should be noted that an easement across a section of private property separating the hospital from the campus would have to be acquired.

A paved bike path is proposed through the Beaufort Tech Campus on the east side of Ribaut Road. Cyclists would be required to walk their bikes through the Ribaut Road underpass at the Tech Campus, where the bike path would continue on the west campus to Elliot Street. The route is proposed to run north on Elliot Street across Hermitage to Depot Road, northeast on Depot Road across

Ribaut to North Street and then to Bay Street Park. A paved section is proposed to run the length of Bay Street Park to the Water Front Park.

Downtown Routing

Map 15 also shows the downtown route which is primarily aimed at directing cyclists past various points of interest. The downtown route is totally within the existing roadway, with an attempt being made to use the safest streets from a traffic volume, visibility and limited points of conflict perspective.

Design Standards

The design standards for the proposed route consist of the following:

1. Clearly visible signs at intersections and mid-intersection locations designating the bicycle route.
2. Signs should be made of metal about 18" x 10", and of a brown or blue color which is easily distinguishable from other signs and backgrounds.
3. Bike paths should be a seven foot wide asphalt strip to allow for two way bicycle traffic.
4. Crossings at all intersections should be "zebra striped" as an added warning to motorist to watch for bicyclist.

A well marked bicycle route not only directs cyclists, but also warns motorist to be on the lookout for cyclists in the roadway. Once a route is established and well used its safety increases, cyclists and motorists become aware of points of possible conflict.

Funding Sources

At the present time, there are no state funds available in South Carolina specifically earmarked for bicycle facilities. However, federal funds are often channeled through state departments who in turn allocate the available funds to local units of governments. The following is a list of agencies involved with promoting and funding bicycle facilities.

Department of Transportation: The Federal Highway Administration (FHA) is a major source of potential financial assistance. Bikeway funds are available either as part of larger project, planning and construction or as separate funds from the Highway Trust Fund. Under provisions of the Federal Aid Highway Act of 1973 (Public Law 93-87 Section 124) funding is authorized up to a limit of \$2 million per state not to exceed \$40 million nationally, per fiscal year for the construction of bikeway facilities. The state funds are at the discretion of the South Carolina Highway Department.

General Services Administration: The GSA is responsible for design, construction, space modifications and leasing of Federal public buildings. In this regard the GSA has recently issued property management regulations relative to Federal employee parking. Among other things, the regulations require that agencies reserve areas within parking facilities for the use of bicycles.

This type of regulation aids the bike commuter and the community in providing storage facilities at potentially high use areas.

Department of Interior: Funds for the acquisition of land and development of outdoor recreation facilities are authorized by the Land and Water Conservation Act of 1965. These funds are administered through the Bureau of Outdoor Recreation and each state's appointed liaison officer. Funds are available to public agencies on a 50-50 matching basis. Each state is required to have a state-wide Comprehensive Outdoor Recreation Plan which sets forth the outdoor recreation needs of the State and recommends priority action for meeting those needs. The Beaufort area is eligible for these funds; however, priorities for funding are determined at the regional level. These funds are recommended for use on primarily Class I and Class II protected bikeways where construction is required.

Department of Housing and Urban Development: The Housing and Community Development Act of 1974 (88 stat, 633) provides funding possibilities for trail and bikeway facilities. The new law consolidates many of the previous categorical grant programs of HUD including open space and neighborhood facilities grants into a total grant that may be used for a wide range of community service facilities.

Proposed bikeway projects must have a high priority in the community when compared with other community needs.

These funds, however, may be used as the local share for matching with BOR and FHWA funds when available.

Department of Defense: The Department of the Army has cooperated with local units of government in California to construct a bikeway link on government owned land.

This type of cooperation is particularly relevant to Beaufort where the Department of the Navy, Air Force, Army and USMC each have large holdings of land and each is a high potential trip generator. No specific funds are allocated for this program.

Environmental Protection Agency: Although no financial assistance is available at the present, the EPA has required that some cities with high air pollution prepare action plans, including bikeways, to reduce automobile usage. In addition, section 201 (f) of the 1972 Water Pollution Control Act states that the administrator shall encourage waste treatment management which combines "open space" and recreational considerations with such management. This Act is important in that the lands and easements acquired for waste treatment plants and sewage collection systems may also be used for public open space. These lands are linear in nature and provide excellent opportunities for development of bikeways.

Local Funding Opportunities: Besides Federal grants and programs a number of cities and states have enacted their own legislation to assist in the acquisition and development of bikeway facilities. Among the options open to cities and states for raising funds are the following:

Gasoline Sales Tax: At the state level, a portion of the gasoline taxes collected for State Highway funds might be set aside for the mandatory and exclusive use of bicycle and pedestrian facilities. The State of Oregon has initiated such a program with one (1) percent of the state's highway funds going for bike routes and pedestrian trails. Other states are proposing such legislation.

Bond Issue: General obligation bonds backed by ad valorem taxes are another source of funds both at the state and local level.

These funds might be secured as part of a general recreational bond issue or for the specific purpose of providing bikeway facilities.

General Operating Fund: General operating funds from either the City or County are perhaps the most common source of bikeway funds. These funds might be administered through either the Recreation Department or through the Transportation Department of the City and County. In either case each agency should coordinate with the other regarding the planning, location and installation of bikeway facilities.

Special Assessments: A special tax assessment for bikeway construction is often found to be more politically acceptable than tax increases or bond issues. Since a special assessment is generally made on specific properties, and bikeways usually benefit a wider area than contiguous properties, it is sometimes difficult to identify the properties for a special assessment. In selected instances where the benefit can be clearly established, a special assessment of at least partial cost might be appropriate.

Bicycle Registration Fees: While the primary purpose of bicycle registration is for increased security, an additional fee beyond the cost of administering the program could be instituted and earmarked for bikeway development. Such an increased fee could, however, act as a deterrent to registration and undermine the purpose of bicycle registration. If the fee is unacceptable, the program could result in increased enforcement and administrative costs. Even with these disadvantages, it remains the best potential revenue source directly related to the user.

User Fees: A prime source of generating local bikeway facilities revenues is through user fees. This type of revenue generation tends to

be more palatable to the general public since the user is paying directly for a service from which he benefits. This fee may take the form of the rider paying for public parking and storage space or paying a tax based on size of the bicycle at the time of registration.

Capital Improvements Budget: One way to secure and program the needed funds for implementation of a bikeways program on a year to year basis is to coordinate and work with local planning departments. The funds needed for major bikeway improvements are usually of such a magnitude that projects would classify as a capital improvement to the recreational resources of the community.

Through the Capital Improvement Budgeting Process, proper coordination between all departments of the City or County will insure that funds are not wasted or duplicated and that requests for funds are properly programmed and budgeted by the governing body.

Private Sources: Donation of land, services, equipment and cash by individuals and private interest groups or organizations should be considered and promoted. Those civic groups and other agencies with special interests in recreation or in preservation would be viable sources for land gifts or financial contributions and should be contacted by the appropriate local official with a specific project in mind. Services may be available from a variety of local groups such as bike clubs, Boy Scouts, PTA and other civic groups. These civic groups should be provided with copies of the bikeway facilities program including funding and implementation strategies. Private contributions must be viewed as unexpected and temporary assistance.

Local Community Developers: Coordination between local planners and developers is a successful method for securing internal bikeway systems which are compatible with local standards. Furthermore, bikeway systems prove to be a low cost mechanism for extending community open space/recreational facilities.

All funds generated at the local level for bicycle improvements, as well as those received in a HUD Community Development grant may be stretched by applying for matching funds through the Bureau of Outdoor Recreation.

At the City and County governmental level, communications should be established between local bicycle interest groups, recreation departments, public safety department, the school board, planning department and public works department to see that construction, maintenance, education programs and bicycle related laws are coordinated.

Estimated Cost

The proposed bike system excluding the downtown route, from Arthur Horne Nature Park to the Water Front Park is 4.17 miles in length or some 22,000 linear feet; of which, some 6,600 linear feet of seven foot wide paved bike path is proposed. The remaining 15,400 linear feet will require signage and painting at intersections. Table 41 provides an estimate of the cost of the southside to downtown route, as well as, the downtown route which consists of directional signs only.

TABLE 41

Estimated Bike System Costs
as of June, 1979.

<u>Southside to downtown</u>	<u>Estimated Costs</u>
Bikeway	\$ 2,500
Bikepath	\$25,000
 <u>Downtown Route</u>	 <u>Estimated Costs</u>
Bikeway	\$ 2,000
Total System	\$29,500

PART VI

CAPITAL IMPROVEMENTS

The Capital Improvements Program is a long range view of capital project needs, priorities and costs for the City of Beaufort. Capital projects are defined as Public acquisitions and improvements generally having a life span of at least 15 years and usually financed over time through borrowed funds backed by the full faith and credit of the City.

The Capital Improvements Program is a planning tool geared towards:

- the assessment of the City's long range needs for capital facilities and services;
- determining the relative importance or priority of each capital project;
- determining the cost of each capital project; and,
- finally, making decisions about the City's ability to fund projects in light of existing and future fiscal parameters.

The list of capital projects contained in the Capital Improvements Program should be reviewed each year; reassessing stated priorities and making adjustments to reflect both financial resources and project needs. Thus, the Capital Improvements Program is a flexible guide for incorporating into the planning and development process, public facilities and funds required to meet the public's growing service needs.

FISCAL TRENDS

In order to establish current and future capital improvement priorities and assess the City's ability to finance them an analysis of fiscal conditions and recent trends in revenues and expenditures is necessary. Thus, the relationship between the City of Beaufort's past revenues, expenditures and bonded indebtedness has been examined. Based on these past trends, projections of the City's bonding capacity were made for a 10 year period. Within this framework the cost of capital improvements can be balanced with the City's projected financial resources.

Revenues

Overall general revenues have shown a steady increase over the seven year period. In fiscal year 1971, the City's total general revenues were \$608,208 and in fiscal year 1977 revenues were \$1,383,362. Even though general revenues showed an absolute dollar

increase over the seven year period, the City's largest single revenue source, real and personal property taxes, appears to show a decrease from the prior year in both fiscal year 1973 and fiscal year 1975. However, considering subsequent year delinquent taxes collected, the decrease in this revenue source does not appear to reflect an unstable tax base. For example, delinquent taxes collected in fiscal year 1974 in the amount of \$26,921 applied to the prior year (when they were due) would bring the fiscal year 1973 property tax in line with a stable revenue trend. Fiscal year 1976 delinquent tax collection represented a marginal effort, with the preponderance of delinquent taxes being collected in fiscal year 1977.

During these same two years (Fiscal year 1976 and fiscal year 1977) property tax revenues have shown a healthy increase. One of the reasons for the fiscal year 1977 increase is the change in the state homestead law, allowing increased tax revenues from applicable real property.

The City's two other major sources of revenue, business licenses and state tax rebates, have shown a steady increase over the trend period. Revenues from business licenses have increased 90% and state tax rebates 45%. The steady increase in revenues generated from business licenses is a good indicator of the economic growth of the City.

Another revenue source of interest is Revenue sharing monies. These funds have been earmarked for the waterfront project and will be used to repay a loan from the State in the amount of \$400,000 (see Table 47).

After a three year period (1971-1973) of no substantial revenue gains, Water Department revenues, from 1974-1977 have shown a continued increase. Increased revenues from sewer receipts, due to rate changes initiated in 1976, have been the major reason for substantial gains over the past two years. Overall Water Department gross revenues have increased 49% over the trend period. Combined, general revenues and Water Department revenues have increased over the seven year period by 134%.

Expenditures

General Fund expenditures for the City of Beaufort more than doubled from fiscal year 1971 to 1977. General Fund expenditures in fiscal year 1971 were \$643,565 and in fiscal year 1977, \$1,247,570 representing a 94% increase. Itemized City expenditures are shown on Table 45. The Department consistently exhibiting the highest expenditure level has been the City Police Department. Expenditure for police operations have increased from \$171,123 in fiscal year 1971 to \$319,471 in fiscal year 1977. Refuse collection

and disposal ranks as the second largest City expenditure increasing from \$56,063 in fiscal year 1971 to \$231,740 in fiscal year 1977.

The Fire Department and Recreation Department are third and fourth in expenditure levels.

Expenditures for fire protection have increased from \$41,518 in fiscal year 1971 to \$133,807 in fiscal year 1977, while Recreation Department expenditures were \$43,783 in fiscal year 1971 and \$129,281 in fiscal year 1977.

These four important City services made up 48% of the City's general fund expenditures in fiscal year 1971 and 72% in fiscal year 1977. The largest increase in expenditures over the trend period has been for refuse collection and disposal, increasing by 345%.

City expenditures for administration and other services have fluctuated only slightly; excluding expenditures for retirement and insurance which have increased from \$52,714 in fiscal year 1971 to \$148,062 in fiscal year 1977.

Water Department expenditures over the seven year period have increased from \$177,492 in fiscal year 1971 to \$703,753 in fiscal year 1977. This represents a 296% increase over the trend period.

Fiscal year 1977 Water Department operating costs have increased 266% since fiscal year 1971. While the cost of water purchased by the Water Department has increased by slightly over 100% during the same period. Operating costs increased some \$86,000 from fiscal year 1975 to fiscal year 1976.

COMPARISON OF REVENUES AND EXPENDITURES

Overall revenues for the City of Beaufort have been sufficient over the seven year period to consistently provide a positive fund balance each year. Even though general fund expenditures have exceeded general fund revenues in all but two years, Water Department revenues have been substantial enough to provide the necessary funds to maintain an effective level of City services.

Fiscal year 1977 general fund revenues from real property taxes and a substantial effort in delinquent taxes collected have placed the City in a firm financial position

for the first time in a number of years. Consistent good management of general fund revenues and expenditures should reduce the need to rely on utility fund revenues to make up general fund short falls.

Even though property owners can be expected to carry the brunt of the tax burden, it is not suggested that this be the sole source of revenue in future years. New sources of revenue should be explored, to spread the tax burden more equitably. One such area of possible increased revenue is apparent when assessing the disparity between the cost of refuse collection and disposal, and the revenues received for the service. A review of the refuse collection and disposal rate structure should be undertaken to determine if the charge for this service can be brought more in line with the costs.

City Water Department revenues remained almost constant from fiscal year 1971 through fiscal year 1973. From fiscal year 1974 to fiscal year 1977 revenues have shown a dramatic rise. Overall expenditures have increased at approximately the same rate as revenues. The Water Department's fund balance has shown substantial surpluses from fiscal year 1971 through fiscal year 1977. It appears that the utility fund and general fund are both on sound footing. Fiscal year 1977 total fund balance was \$427,653 a substantial surplus that can act as a buffer against future revenue shortfalls. In addition, general fund expenditures were only 80.1% of general fund revenues, the lowest in the seven year period.

BONDED AND OTHER LONG TERM FINANCIAL INDEBTEDNESS

As of June 1977, the City of Beaufort had outstanding \$62,000 in general obligation bonds for storm drainage, \$125,000 in revenue bonds for parking and \$1.6 million in revenue bonds for water and sewer facilities.

In addition to bonded indebtedness the City of Beaufort has \$1,201,133 outstanding in accumulated debt from various loans. These obligations, also, represent obligations backed by the City's full faith and credit, and for that reason are considered similar to general obligation bonds.

BONDING CAPACITY

The City of Beaufort's bonded indebtedness consist of two revenue bond issues to finance parking meters and water system installations and expansions. Revenue bonds are backed by

TABLE 42
TRENDS IN REVENUE

REVENUES	FISCAL YEAR						
	1971	1972	1973	1974	1975	1976	1977
Real and Personal Property Taxes	297,562	359,222	347,483	452,519	437,655	541,493	630,000
Delinquent Taxes and Penalties	7,647	10,834	13,161	26,921	38,892	9,450	45,000
Business Licenses	112,820	103,543	128,327	140,899	161,268	186,188	214,000
State Tax Rebates	77,612	92,164	97,743	109,645	112,214	111,398	112,732
Police Court Fines	34,044	53,407	65,248	88,102	87,440	87,089	70,000
Sanitation Fees	-	-	29,592	72,267	73,561	73,597	73,800
Building Permits	1,823	4,884	4,317	5,349	7,176	11,840	8,000
Dog Licenses	563	522	771	400	544	1,013	400
County Recreation	17,300	18,300	17,800	26,250	26,640	24,255	24,500
Rebates and Other Miscellaneous Income	46,573	12,711	12,126	16,141	22,108	30,083	124,485
Grants	12,264	23,045	26,746	19,247	19,300	9,922	-
Revenue Sharing	-	-	79,858	-	-	-	80,445
General Revenues, TOTAL	608,208	678,632	823,171	957,740	986,798	1,076,568	1,383,362
WATER DEPARTMENT (including unincorporated service areas)							
Water Receipts	267,978	272,015	262,465	340,828	350,442	376,306	388,749
Water Taps	11,248	5,982	14,570	17,308	17,111	17,078	25,101
Sewer Receipts	16,910	22,235	22,631	22,582	36,521	148,059	193,000
Sewer Taps	-	-	-	300	13,707	60,105	43,000
Miscellaneous Revenue (Fund Balance)	12,395	3,085	3,071	8,887	7,456	8,415	116,665
Total Water Department	308,530	303,318	302,738	389,907	425,237	609,963	766,515
TOTAL REVENUES	916,738	981,950	1,125,909	1,347,647	1,412,035	1,686,531	2,149,877

] includes: \$32,550 in Miscellaneous
41,935 Return From Waterfront
50,000 Anti-Recession

TABLE 43
COMPARISON OF REVENUES & EXPENDITURES

	FISCAL YEAR						
	1971	1972	1973	1974	1975	1976	1977
Total Revenues	916,738	981,950	1,125,909	1,347,647	1,412,035	1,686,531	2,149,877
Total Expenditures	821,057	885,010	1,064,208	1,127,380	1,346,171	1,539,839	1,721,478
Expenditures as a Percent of Revenue	89.6	90.1	94.5	83.7	95.3	91.3	80.1
General Fund Balance	(35,357)	(50,837)	(56,129)	55,331	(45,005)	(21,616)	135,146
Water Systems Fund Balance	131,038	147,777	117,830	164,936	110,869	168,308	292,507
TOTAL BALANCE	95,681	96,940	61,701	220,267	65,864	146,692	427,653

TABLE 44
GENERAL FUND EXPENDITURES

	1971	1972	1973	FISCAL YEAR 1974	1975	1976	1977
City Council	2,494	2,928	3,138	2,541	4,894	6,941	3,733
City Manager	48,044	57,743	83,919	87,370	75,701	84,824	95,390
Finance Department	-	-	-	-	-	-	11,228
Court & Legal Services	3,288	4,920	8,562	13,615	13,603	15,055	19,437
Civil Defense	534	124	141	80	-	-	-
Board of Adjustments	15	38	33	15	32	150	122
Planning Commission	10,649	17,786	6,900	8,749	16,854	8,739	11,400
Police Department	171,123	188,335	220,954	223,228	297,641	331,139	319,471
Fire Department	41,518	46,441	56,389	71,489	117,985	110,190	133,807
Traffic Control	3,559	2,865	1,564	1,146	3,535	2,797	5,223
Refuse Collection & Disposal	52,063	59,500	114,306	212,866	205,830	225,305	231,740
Street Maintenance	122,198	122,176	126,908	23,013	18,641	19,157	42,506
Street Lighting	23,663	23,930	25,688	23,668	27,502	29,664	27,350
City Health Department	425	-	-	-	-	-	-
City Shop	-	11,402	14,572	22,025	24,796	1,532	1,492
Animal Patrol	3,386	4,579	1,537	7,254	8,500	7,768	3,385
Recreation Department	43,783	82,437	92,636	75,739	91,934	90,694	129,281
Parks & Trees	3,280	3,337	3,489	2,302	1,534	1,344	1,417
Grants & Contributions	150	229	217	585	78	5,863	515
Retirement & Insurance	52,714	56,511	71,654	85,940	84,846	90,931	148,062
Debt Retirement & Fiscal Charges	56,152	29,235	23,026	15,407	16,601	48,053	44,723
Contract Services	4,526	5,339	7,221	15,711	6,500	5,252	-
Advertising & Promotion	-	217	1,863	1,017	864	933	-
Auto License Use Tax	-	489	2,004	612	305	380	606
Criminal Justice Payments	-	-	-	-	-	9,408	5,303
Contingency	-	-	-	8,037	13,626	2,068	10,280
Miscellaneous	6,776	4,619	2,617	-	-	-	1,099
Beaufort Plan	5,540	4,290	-	-	-	-	-
TOTAL	643,565	729,469	879,300	902,409	1,031,803	1,098,184	1,247,570

TABLE 45
WATER DEPARTMENT

	1971	1972	1973	1974	1975	1976	1977
Operating Costs	48,102	66,844	83,507	94,845	167,588	241,347	287,111
Water Purchased	89,390	89,797	101,401	130,126	146,780	177,048	186,797
TOTAL	177,492	156,641	184,908	224,971	314,368	418,395	473,908
General Fund Expenditures	643,565	729,469	879,300	902,409	1,031,803	1,098,184	1,247,570
GRAND TOTAL	821,057	886,110	1,064,208	1,127,380	1,346,171	1,516,579	1,721,478

TABLE 46
FINANCIAL INDEBTEDNESS

YEAR ISSUED OR INCURRED	TYPE DEBT	AMOUNT	INTEREST RATE	PURPOSE	BALANCE DUE (1)	YEAR MATURED
1962	GOB	\$150,000	2%	Storm Drain	\$62,000	January 1, 1982
1969	Revenue Bond	\$205,000	5.9 - 6.0	Parking	\$125,000	October 1, 1983
1974	Revenue Bond	\$1,600,000	5.6%	Water and Sewer	\$1,600,000	2014
Accumulated Debt	Loans	\$713,143		Utility Fund	\$713,143	
Accumulated Debt	Loans	\$487,990		General Fund	\$487,990 *	

* \$400,000 Loan from State to be repaid from revenue sharing funds

the anticipated revenue to be generated from the facility being financed, and are not considered a direct lien on the City's tax base. On the other hand, general obligation bonds are backed by the full faith and credit of the political entity issuing the bonds. These bonds are a direct lien on the City's tax base, and according to State law, must be voter approved.

Existing State law sets a ceiling on bonding capacity of eight percent of the tax base for general obligation bonds; however, special legislation exempts Beaufort County and its municipalities from the ceiling.

Nevertheless, sound fiscal management requires some limit to the amount of public indebtedness that should be assumed by the City.

A common standard is ten percent of the municipal tax base. This percent has been used by many government units across the nation and is generally viewed as a responsible debt management policy, by those organizations which establish a City's bond rating and, consequently interest rates. Therefore, it is suggested the City adopt this self imposed debt management policy.

Using the ten percent bonding capacity, Table 48 projects the maximum indebtedness the City could responsibly incur in the future. Currently, the City is well within the self imposed debt limit and could possibly look towards the issuance of additional general obligation bonds once the revenue and expenditure picture stabilizes.

TABLE 47
AVAILABLE BONDING CAPACITY

<u>Year</u>	<u>Tax Base</u>	<u>Bonding Capacity</u>
1970	\$2,979,960	\$297,996
1971	3,084,580	308,458
1972	3,155,500	315,550
1973	3,114,526	311,453
1974	3,052,870	305,287
1975	3,160,000	316,000
1976	3,286,180	328,618
1977	2,961,160	396,116
1978	4,101,160	410,116
1979	4,241,160	424,116
1980	4,381,160	438,116
1981	4,521,160	452,116
1982	4,661,160	466,116
1983	4,801,160	480,116
1984	4,941,160	494,116
1985	5,081,160	508,116

Capital Projects Schedule

The following is a listing of major capital projects the City should consider accomplishing over the next ten years. The schedule indicates some \$2.9 million earmarked for proposed public facility improvements, of which \$750,000 are committed Community Development monies. The remaining \$2.15 million will have to come from local, state and federal sources.

The suggested priorities are established to provide a systematic timetable for funding the series of projects shown.

CAPITAL PROJECTS SCHEDULE

1978 - 1988

PROJECT	DESCRIPTION	PRIORITY	ESTIMATE	FUNDING OPTIONS
Maintenance and Storage Complex	Relocate current Prince Street facility on .5 acre parcel, to include maintenance garage and vehicle storage.	2	80,000	local funds
Police Station	Provide new police station to replace inadequate station on Port Republic Street. New facility to be 7,000 sq. ft. gross.	2	250,000	local and federal funds
Fire Station	New fire station to replace existing facility.	2	450,000	local and federal funds
Library	Expansion of library	2	30,000	county funds
Neighborhood Activities Center	New activity center on Greene Street, with game room, gym, meeting rooms and childcare facilities - 18,000 sq. ft.; equipment \$20,000 local funds	1	500,000 20,000	Community Development and local funds.
Swimming pool	25 meter z-shaped pool	1	250,000	Community Development funds

CAPITAL PROJECTS SCHEDULE (cont.)

1978 - 1988

PROJECT	DESCRIPTION	PRIORITY	COST ESTIMATE	FUNDING OPTIONS
Municipal Complex	New facility to house all functions currently within City Hall.	1	150,000	local funds
Civic Center	Construct Civic Center in downtown area, approximately 30,000 sq. ft. gross.	3	1,200,000	local, state and economic developments funds
Park Acquisitions	Acquisitions of two park sites in the south suburban area	2	50,000	local, state and federal funds
Park Improvements	Various park improvements detailed on Table 40	3	120,000	local, state and federal funds
Sanitary Sewer Lines	Providing sewer service to unserved City residents and expansion of system to include unincorporated areas west of Beaufort	1	1,500,000	local and EPA funds
Storm Drainage	Replacement of storm sewer system throughout downtown area	2	200,000	Community Development Funds

PART VII

ANNEXATION

INTRODUCTION.

The purpose of this section is to outline the varying facets pertaining to annexation of areas surrounding the City of Beaufort.

Suburban growth is now reaching far beyond the existing municipal boundaries of the City. This sprawl has engulfed the unincorporated areas of Burton, Shell Point, and Lady's Island. Residential and commercial growth in these areas is far surpassing that occurring within the borders of the City of Beaufort where land use patterns are established and few large parcels of vacant land exist. Around the nation, municipalities are being pressured to provide more and better services and to act as catalysts for orderly development of surrounding areas. In order for the City of Beaufort to assume this role, annexation is essential.

With knowledge of the nature of urban development in the following proposed areas, and with cost-revenue information regarding the expense of furnishing municipal services, City officials can adopt a timetable for inviting fringe areas to become part of the City.

Methods of Annexation in South Carolina

In South Carolina, no municipality may expand unless specified percentages of freeholders have petitioned for annexation. The enabling legislation for annexation, as summarized in Title 47, Article 2 of the South Carolina Code of Laws, contains the following methods:

- 1) Petition and election. At least 50% of the freeholders in the area to be annexed must sign a petition to join the city. After the City Council certifies the petition to the County Election Commission, an election is ordered to be held in the City and in the area to be annexed.
- 2) 100% Petition. The City Council may annex by ordinance without election on petition of all owners of an area to be annexed.
- 3) 75% Petition. An area may be annexed by ordinance without an election upon

petition of 75% of the freeholders owning 75% of the assessed valuation of real property.

- 4) Petition, Referendum, and Election. Upon 15% petition of freeholders, a freeholder referendum may be ordered prior to, or simultaneously with an election. Annexation requires a majority vote in both the referendum and the election.
- 5) Municipal Merger. Merger or consolidation of two municipalities upon agreed terms requires an election in each municipality. Merger must be approved by a majority of electors in each municipality.

URBANIZATION AND PREVIOUS ANNEXATIONS

Between 1900 and 1950, the population growth of Beaufort was relatively slow in comparison with other comparable size municipalities in the State. In 1900, the population of Beaufort was 4,110; in 1950 the figure increased to 5,081 representing a change of 23.6% for the fifty year period. Between 1950 and 1970 the City gained an additional 4,353 persons, thus totalling the population at 9,434 and reflecting an 85.6% increase.

Suburbanization has carried the threats of this growth beyond Beaufort and into its fringes. In 1970 Port Royal Island and Lady's Island suburban fringes had a combined population of 12,164. An additional 21,857 (May, 1978) individuals residing in the area are attached to the three military installations. Thus, the City of Beaufort is surrounded by an unincorporated urban ring which is approximately one-third greater in population than that of the City. The spatial extent of suburban development and rising population densities in former agricultural areas, coupled with a lack of vacant land in the City will produce continuing suburban growth.

Between 1965 and 1969 Beaufort annexed five contiguous areas south of the City, adding 2,172 acres (3.39 square miles). Approximately 1,272 acres (1.99 square miles) are considered high ground and the remaining 900 acres (1.4 square miles) as marsh and water. The next annexation took place in May 1977, when the City brought into its jurisdiction 49 acres of commercial property west of the municipal boundaries. The City currently encompasses 7.1 square miles of which 3.8 is land and 3.3 being marsh and water.

The following is a summary of annexations since 1965:

Area	Date Annexed to City	Number of Acres
1	December, 1965	270.1
2	July, 1968	29.1
3	August, 1968	33.1
4	April, 1969	641.7
5	May, 1969	1,197.8
6	May, 1977	49.0
	Total	<u>2,220.7</u>

(3.5 square miles)

The key theme of annexation for all concerned residents is the provision of municipal services to the greatest number at the lowest possible cost without detracting from quality. This goal can be attained by pooling resources within one political unit. By accepting their share of furnishing better services, residents of formerly unincorporated areas can avoid problems of uncontrolled suburban sprawl and deal with specific unfavorable elements of growth, such as incompatible land use. Therefore, the primary objective of annexation is to curtail the usage of special service districts and inter-governmental arrangements in the provision of essential services to area residents and enterprises.

COST REVENUE ANALYSIS

For purposes of analysis, the urban fringe of the City has been divided into five areas which appear desirable for future annexation.

AREA I

This area (Map 18), which contains 178 acres, includes commercial establishments along Highway 21 and includes Beaufort Plaza and residential units in Polk Village. City water service is already available at double the City rate for minimum use. Sewer service, refuse collection, street maintenance and fire and police protection are not being provided by the City at the present time. The area maintains a Class 7 fire insurance rating and is protected by the Burton area Fire Department.

Cost Revenue Analysis

Characteristics

Population	481
Acres	178
Number of Dwelling Units	193
Number of Mobile Home Units	8
Number of Commercial Activities	37
Number of Industrial Activities	0
Number of Institutional Structures	1
Assessed value of Real Property	\$803,527
Vacant (acres)	24
Agricultural (acres)	0

Estimated Expenditures

Water Service	Service currently provided
Street Maintenance	*
Refuse Collection	*
Police Protection	*
Fire Protection	*
Fire Hydrants	\$ 52,000
Total Estimated Expenditures	\$ 52,000

Estimated Annual Revenue

Water Fees (minimum use)	\$ 11,472
Refuse Collection Fees	502
License and Building Permit Fees	*
State Returned Revenues	*
Real Property Tax	156,689
Police Fines	100,000
Total Estimated Annual Revenues	\$ 268,663

*Data not available for area

AREA II

Area II (Map 18) contains 340 acres and consists of a variety of land uses. The area contains Walsh subdivision, commercial developments adjacent to Highway 21 and State Roads 170 and 280, and pockets of residential units. Approximately 60 acres of land is devoted to agrarian activities, while an estimated 115 acres remain vacant. Water service is being provided for most of the area at double City rates for minimum use. Sewer, street maintenance, and police and fire protection are not being provided by the City. Fire protection is provided by the Burton area Fire Department. Area II maintains a Class 9 fire insurance rating due to the limited number of fire hydrants in the vicinity.

AREA II
COST REVENUE ANALYSIS

Characteristics

Population	483
Area	340
Number of Dwelling Units	138
Number of Mobile Home Units	64
Number of Commercial Activities	60
Number of Industrial Activities	3
Number of Institutional Activities	6
Assessed Value of Real Property	\$ 526,856
Vacant (acres)	115
Agricultural (acres)	60

Estimated Expenditures

Water Service	Service currently provided
Street Maintenance	*
Refuse Collection	*
Police Protection	*
Fire Protection	*
Fire Hydrants	\$ 125,800
Total Estimated Expenditures	\$ 125,800

Estimated Annual Revenue

Water Fees (minimum use)	\$ 13,008
Refuse Collection Fees	7,482
License and Building Permit Fees	*
State Returned Revenues	*
Real Property Tax	102,737
Police Fines	12,500
Total Estimated Annual Revenues	\$ 135,727

*Data not available for area

AREA III

Area III (Map 18) contains 344 acres and includes Salem Point subdivision. Except for one commercial activity, the area is entirely detached, single-family residential units, agrarian, or vacant. Approximately 139 acres are devoted to agrarian activities and 46 acres remain vacant. The City serves the area with water at double City rates. Area III receives no other city services. The area is protected by the Burton area Fire Department and maintains a Class 9 fire insurance rating except for Salem Point subdivision which is Class 7. The area does not have sewer service.

AREA III
COST REVENUE ANALYSIS

Characteristics

Population	175
Acres	344
Number of Dwelling Units	50
Number of Mobile Home Units	0
Number of Commercial Activities	1
Number of Industrial Activities	0
Number of Institutional Activities	0
Assessed Value of Real Property	\$ 180,126
Vacant Land (acres)	46
Agricultural (acres)	139

Estimated Expenditures

Water Service	Service currently provided
Street Maintenance	*
Refuse Collection	*
Police Protection	*
Fire Protection	*
Fire Hydrants	*
Total Estimated Expenditures	\$ *

Estimated Annual Revenue

Water fees (minimum use)	\$ 2,448
Refuse Collection Fees	1,098
License and Building Permit Fees	*
State Returned Revenues	*
Real Property Tax	35,125
Police Fines	12,500
Total Estimated Annual Revenues	\$ 51,171

*Data not available for area

AREA IV

Area IV (Map 18) contains approximately 350 acres and is composed of scattered development of several commercial and residential activities. 170 acres is devoted to agrarian use and 129 acres remain vacant. Municipal water is available to parts of this area. Area IV maintains a Class 9 fire insurance rating and is protected by the Burton area Fire Department. No sewer service exists in this area, and with the exception of water, no other City services are provided.

AREA IV
COST REVENUE ANALYSIS

Characteristics

Population	30
Acres	350
Number of Dwelling Units	9
Number of Mobile Home Units	3
Number of Commercial Activities	5
Number of Industrial Activities	0
Number of Institutional Activities	0
Assessed Value of Real Property	\$ 63,638
Vacant (acres)	129
Agricultural (acres)	170

Estimated Expenditures

Water Service	Service currently provided
Street Maintenance	*
Refuse Collection	*
Police Protection	*
Fire Protection	*
Fire Hydrants	\$ 36,200

Total Estimated Expenditures \$ 36,200

Estimated Annual Revenue

Water fees	\$ 816
Refuse Collection Fees	384
License and Building Permit Fees	*
State Returned Revenues	*
Real Property Tax	12,410
Police Fines	*

Total Estimated Annual Revenues \$ 13,610

*Data not available for area

AREA V

Area V (Map 18) contains approximately 89.5 acres. This area is composed entirely of detached single-family residential units. The only City service currently provided to the area is water which is priced at double City rates. Fire protection is provided by the Burton area Fire Department and the area maintains a Class fire insurance rating.

COST/REVENUE ANALYSIS

Characteristics

Population	49
Acres	89.5
Number of Dwelling Units	14
Number of Mobile Home Units	0

AREA V
COST REVENUE ANALYSIS (cont'd)

Number of Commercial Activities	0
Number of Industrial Activities	0
Number of Institutional Activities	0
Assessed Value of Real Property	\$ 55,992
Vacant (acres)	27
Agricultural (acres)	0

Estimated Expenditures

Water Service	Service currently provided
Street Maintenance	*
Refuse Collection	*
Police Protection	*
Fire Hydrants	\$ 6,000

Total Estimated Expenditures \$ 6,000

Estimated Annual Revenue

Water Fees (minimum use)	\$ 1,344
Refuse Collection Fees	294
License and Building Permit Fees	*
State Returned Revenues	*
Real Property Tax	10,918
Police Fines	*

Total Estimated Annual Revenues \$ 12,556

*Data not available for area

EXPENDITURES/REVENUES

Due to the transportation network, geography, and other inherent variables, the allocation of particular services and their estimated cost could not be analyzed for each individual area in all cases. For this reason, and in order to present the data in a more efficient way, estimated expenditures have been totalled for all areas. This data is presented in the following table:

ESTIMATED EXPENDITURE

	Capital	Annual
Water Service	Currently provided to all areas	
Street Maintenance	22,000	25,500
Refuse Collection	30,550	25,200
Police Protection	47,290	169,150
Fire Protection	242,500	120,300
Fire Hydrants	226,000	*
Total Expenditures	\$ 568,340	\$ 340,150

*Cost is negligible

The combined expenditures for the above services is \$ 908,490. Capital expenditures for machinery and support equipment represents \$ 568,340 of the total while the remaining \$ 340,150 is devoted to annual operating costs for all services combined.

These figures represent Areas I through IV as Area V can be incorporated into the present operations of the City with the exception of water service and fire hydrants. In this case, several water mains will have to be laid and several fire hydrants installed.

MUNICIPAL SERVICE EXTENSION

The City of Beaufort currently provides a long list of municipal services to the community including police and fire protection, water and sewer service, refuse collection, recreation, code enforcement and zoning. This section provides an evaluation of the City's ability to adequately extend those municipal services and facilities into each annexation area.

The City Police Department adequately serves the current City limits. Should Area I be annexed, the addition of a new patrol area would be required. The new patrol area would be staffed by four men. Should the remainder of the proposed areas be annexed, an additional patrol area would be created requiring an additional four men. The estimated annual cost of maintaining one patrol crew, including uniforms, vehicle maintenance, patrolmen salaries and fringe benefits, and administrative supplies is \$ 80,635.

In the event of annexation, the City's fire department will require additional personnel and equipment in order to maintain a Class 6 fire insurance rating. To continue under a Class 6 rating, water lines will need to be laid and fire hydrants installed in Areas II, III, IV, and V. Overall, the estimated annual cost of maintaining the expanded fire department is \$ 120,300.

Should annexation be successful, routine police and fire protection should be provided immediately. Within six months, where possible, fire hydrants should be installed on existing water mains. All future water lines should be of adequate size and include the necessary hydrants.

Water and Sewer service tends to be the deciding factor in many annexation proposals across the nation. Currently, the City provides water to all proposed areas at double City rates for minimum use (\$ 4.00 per 2000 gallons; plus from 2000 gallons at \$.95 per thousand.) The City receives approximately \$ 55,488 annually (minimum use) from user fees in these areas. Should the entire area be annexed, the City would receive \$ 27,744 annually (minimum use), a reduction of 50 percent. Water tap-on fees were not considered due to it being a one-time revenue source and its ultimate charge designed to offset the cost of installation of tap-on lines.

The City does not provide sewer service to the proposed areas. Ultimate expenditures depend upon which, if not all, areas are annexed. In order to ascertain an appropriate cost figure, detailed

engineering analysis will be required. It is assumed that funding of construction of a sewer system would be in the form of federal grants. It is further assumed that the sewer system would eventually become financially self-supporting.

The extension of water and sewer service, where available, should be immediately provided at regular City rates with the passage of annexation. Water mains of sufficient size to handle water flow for fire hydrants should be scheduled for developing areas. At the earliest possible date, the City should initiate engineering studies for a sewer system. Trunkline extensions for sewage collections should be completed as funding becomes available.

Additions to the City's maintenance department (refuse collection) will be necessary with annexation. To service the proposed areas, one additional garbage truck, tow truck, and car will be required. In addition, two additional staff members will also be needed. The estimated annual cost for expansion of the department is approximately \$ 25,200.

Refuse collection receipts will contribute approximately \$ 15,105. This total is based upon the following billing procedure: residential \$ 1.75; institutional \$ 3.00, and commercial \$ 4.00 (figures represent monthly charge). With the passage of annexation, refuse collection should be immediately provided to new areas of the City.

The City's Building Inspections Department includes one inspector. Any substantial annexation of undeveloped property would necessitate hiring an additional building inspector, provided the Department is not consolidated with the County Building and Code Enforcement Department. This study assumes the possibility of a Joint Department, therefore no additional cost estimates for code enforcement in the Cost/Revenue Analysis was made. With the passage of annexation, services provided by this Department will be rendered to the new portions of the City.

ANTICIPATED REVENUE SOURCES

While previously mentioned, revenues will be realized through the provision of water, sewer, police protection and refuse collection. Primary source of revenue for the City of Beaufort stems from property taxes. The assessed value of real property in the proposed annexation areas was obtained from the County Tax Assessor's Office. Figures presented herein reflect 1978 assessment rates and valuations. The total amount of assessed valuation in the fringe areas would yield \$ 317,879 annually based upon a levy of 195 mills.

Insofar as state returned revenues are concerned, the City would not realize any additional revenues for sales involving alcohol, beer and wine and motor vehicle products. 1974 legislation set forth a fixed rate on all state returned revenues. However, a bill currently before the State legislature would repeal the 1974 legislation, thus releasing all appropriated funds to local governments. For the 1977-78 fiscal year, the State returned to the City \$ 101,880 from beer, wine and cigarette taxes along with \$ 10,000 in motor vehicle revenues. Bank allocations total \$ 3,422 and a one-time release of special aid money totalled \$ 10,000. Given these various categories, the City of Beaufort realized \$ 125,302 in State returned revenues for the 1977-78 fiscal year.

License and building permit fees are another source of revenues. However, due to the methodology of ascertaining an establishment's fee for a license and the confidentiality of one's gross income, it is impossible to accurately determine potential revenue in this case for the City. By consulting the Business License Ordinance for the City of Beaufort (effective January 1, 1979) one may determine the license fee given the knowledge of gross income.

As illustrated in Table 41, annual revenues collected by the City exceed annual expenditures for all annexed areas. Given this information, it is evident that annexation of areas discussed is both acceptable and justified in terms of a cost/revenue relationship. Dollars are estimated as of June 1979.

TABLE 41

EXPENDITURES

<u>CAPITAL</u>	<u>ANNUAL</u>
\$ 568,340	\$ 340,150

REVENUES

\$ 486,020*

*Does not include revenues from personal property tax, license and building permit fees or State returned revenues.

IMPLEMENTATION

The analysis of the five proposed annexation areas shows that at the present time annexation is economically feasible.

Total estimated annual revenues (\$ 486,020) exceeds estimated annual expenditures (\$ 340,150) by \$ 145,870. In order to finance the initial capital expenditures for providing sewer, fire and police protection to the proposed annexation areas, the City may have to secure funds either through the bond market or various federal funding programs.

As pointed out earlier in this section, the \$ 486,020 in annual revenues does not include revenues from personal property tax. The total gain from annexation will actually be greater than illustrated once personal property taxes are collected.

The urban fringe area proposed for annexation is expected to experience a substantial population and commercial growth in the near future. It is anticipated that study areas III and IV will have approximately 900 persons by the year 2000 as compared to 205 in 1979. Population in study areas I, II and V will remain constant, however, an expansion of commercial and business establishments is anticipated. Projections indicate employment in these areas will increase by 35% and in study areas III and IV by more than 100% by the year 2000 (excluding area V as it is solely residential).

The projected revenues were calculated based on estimated 1979 population and number of commercial establishments in the five study areas. With the anticipated growth in these areas, in addition to revenues from personal property taxes, the cost of annexation should pay for itself by the horizon year 2000.

