



2024 Update: Law Enforcement Service Charge and Uniform User Fee Study for FY2025

Prepared for:

Beaufort County, South Carolina

May 29, 2024

Prepared by:



4701 Sangamore Road
Suite S240
Bethesda, Maryland 20816
800.424.4318
www.tischlerbise.com



TischlerBise
4701 Sangamore Road
Suite S240
Bethesda, Maryland 20816
800.424.4318

www.tischlerbise.com

TABLE OF CONTENTS

EXECUTIVE SUMMARY 1
 Figure 1. Beaufort County Law Enforcement Service Charge and Uniform User Fee Schedule for FY2025..... 2

OVERVIEW 3

APPROACH AND METHODOLOGY 4
 APPROACH 4
 METHODOLOGY 4
 Cost for Law Enforcement Services provided in Town of Hilton Head Island..... 5
 Figure 2. FY2025 BCSO Budget for Town of Hilton Head Island Law Enforcement Services 5
 BCSO Law Enforcement Costs for Hilton Head Island Allocated to Residential and Nonresidential Development6
 Figure 3. Town of Hilton Head Island Functional Population..... 7
 Figure 4. Town of Hilton Head Island BCSO Law Enforcement Cost Allocated to Residential and Nonresidential
 Development..... 8
 Costs per Service Unit 8
 Figure 5. Town of Hilton Head Island BCSO Law Enforcement Cost per Service Unit..... 9
 Service Charges and Uniform User Fees for Residential and Nonresidential Land Uses 9
 Figure 6. Law Enforcement Service Charge and Uniform User Fee Proposed Schedule for FY2025..... 10

SUMMARY: LAW ENFORCEMENT SERVICE CHARGE AND UNIFORM USER FEE SCHEDULE..... 11
 Figure 7. Proposed Law Enforcement Service Charge and Uniform User Fee Schedule..... 11
 Figure 8. Law Enforcement Service Charge and Uniform User Fee Estimated Revenue 11

APPENDIX A: DEMOGRAPHIC ASSUMPTIONS 12
 POPULATION AND HOUSING CHARACTERISTICS 12
 Figure 9. Town of Hilton Head Island Persons per Household..... 12
 BASE YEAR POPULATION AND HOUSING UNITS 13
 Town of Hilton Head Island Housing Unit and Population Estimate (2024) 13
 Figure 10. Town of Hilton Head Island Seasonal Population Estimate (2024)..... 13
 2021 Town of Hilton Head Island Housing Unit and Population Estimate for Functional Population Calculation
 14
 Figure 11. Town of Hilton Head Island Housing Unit Estimate (2021) 14
 Figure 12. Town of Hilton Head Island Seasonal Population Estimate (2021)..... 14
 BASE YEAR EMPLOYMENT AND NONRESIDENTIAL FLOOR AREA 15
 Figure 13. Town of Hilton Head Island Employment and Nonresidential Square Footage by Industry (2024) 15
 Figure 14. Institute of Transportation Engineers Nonresidential Factors 15
 Nonresidential Vehicle Trips 16
 Figure 15. Town of Hilton Head Island Average Daily Nonresidential Vehicle Trips (2024)..... 16

APPENDIX B: LAND USE DEFINITIONS..... 17
 RESIDENTIAL DEVELOPMENT 17
 NONRESIDENTIAL DEVELOPMENT 18

EXECUTIVE SUMMARY

Beaufort County, South Carolina, retained TischlerBise to update the Law Enforcement Service Charge and Uniform User Fee implemented in the Town of Hilton Head Island. This update (2024) is based on the methodology established in the 2019 study by TischlerBise.¹ The Law Enforcement Service Charge and Uniform User Fee is calculated to cover the cost for law enforcement services provided by the Beaufort County Sheriff's Office (BCSO) to the Town of Hilton Head Island.

The BCSO provides law enforcement services in the Unincorporated County and supports municipal police departments. Although the Town of Hilton Head Island is an incorporated municipality in Beaufort County, it does not have its own police force. Instead, the BCSO provides direct Law Enforcement Services for the Town.

The Law Enforcement Service Charge and Uniform User Fee is calculated to reflect the direct cost for services provided by the BCSO to the Town of Hilton Head Island. The report sets out a methodology to allocate those costs to the user of the services. The process is as follows:

- First, the total cost for BCSO law enforcement services provided to the Town of Hilton Head Island is documented per the Beaufort County budget. This cost reflects the actual cost for law enforcement services provided to the Town by the BCSO.
- Second, the cost is allocated to residential and nonresidential land uses. This reflects the demand for law enforcement services from different users of the service.
- Finally, a service charge schedule is developed by type of land use. The summary schedule for 2024 is shown below in Figure 1.

¹ TischlerBise, "Law Enforcement Service Charge and Uniform User Fee Study Approach and Findings," prepared for Beaufort County, South Carolina, July 13, 2020. Last updated in calendar year 2023: "Law Enforcement Service Charge and Uniform User Fee Study Approach and Findings," prepared for Beaufort County, South Carolina, May 19, 2023.

Figure 1. Beaufort County Law Enforcement Service Charge and Uniform User Fee Schedule for FY2025

Land Use	Demand Unit	Service Charge per Demand Unit
Residential		
Single Family	Housing Unit	\$156
Multifamily	Housing Unit	\$113
Nonresidential		
Retail	1,000 sq. ft.	\$252
Office/Service	1,000 sq. ft.	\$97
Industrial	1,000 sq. ft.	\$43
Institutional	1,000 sq. ft.	\$96
Lodging	Room	\$72

OVERVIEW

The Beaufort County Sheriff's Office (BCSO) is the main law enforcement agency in Unincorporated Beaufort County and provides support to incorporated localities with their own municipal police departments (e.g., cities of Beaufort and Bluffton; town of Port Royal). In incorporated places with municipal police departments in Beaufort County, the BCSO assists on calls for service but is not the primary responder.

BCSO provides direct law enforcement services to the Town of Hilton Head Island. These law enforcement services are provided to the Town in lieu of the Town providing its own police force and is above the base level of law enforcement service provided to incorporated places in the County.

Prior to Fiscal Year 2021, the Town of Hilton Head Island paid Beaufort County directly for contracted law enforcement services. As of FY2021, the Town has ceased paying the contracted amount yet expects continuation of law enforcement services.

To recoup direct costs for law enforcement services provided by the BCSO to the Town of Hilton Head Island, the County implemented a Law Enforcement Service Charge and Uniform User Fee District. The Law Enforcement Service Charge and Uniform User Fee District is calculated to allocate costs to different types of land uses based on the commensurate demand for services. This report herein documents the approach, methodology, and calculations.

APPROACH AND METHODOLOGY

Approach

The approach to calculate the Law Enforcement Service Charge and Uniform User Fee is:

- Identify and quantify law enforcement costs provided by the BCSO to the Town of Hilton Head Island. This reflects the actual costs for law enforcement services consumed by the Town.
- Develop the Service Charge and Uniform User Fee methodology to allocate costs to land uses on the Town of Hilton Head Island.
- Calculate the Service Charge and Uniform User Fee and schedule based on the methodologies developed.

Methodology

The following is a summary of the steps used to calculate the Law Enforcement Service Charge and Uniform User Fee reflecting the services provided by BCSO in the Town of Hilton Head Island. Each step is discussed in further detail in this section.

1. Obtain the cost for Law Enforcement Services provided by BCSO in the Town of Hilton Head Island from Beaufort County. This is separate from countywide services provided in both the unincorporated and incorporated County (such as Civil Processing, Court Security, Forensics Services Lab, Bomb Squad).
2. Allocate BCSO law enforcement costs serving Hilton Head Island to residential and nonresidential development using functional population split (i.e., demand from residential versus nonresidential development).
3. Calculate costs per service unit for residential (per person) and nonresidential (per nonresidential vehicle trip) development.
4. Calculate the service charge and uniform user fee for residential and nonresidential land uses and produce a schedule of charges/fees by type of land use.

Cost for Law Enforcement Services provided in Town of Hilton Head Island

BCSO is a countywide agency. The range of services provided include Victims Advocate, School Resource Officers, Administration, Enforcement, Forensics Laboratory, Crime Suppression, Emergency Management, Communications, and Traffic Management. BCSO maintains a separate fund to account for the direct law enforcement services provided in the Town of Hilton Head Island. The BCSO budget for law enforcement services provided to the Town of Hilton Head Island in FY25 is approximately \$6.1 million.

Figure 2. FY2025 BCSO Budget for Town of Hilton Head Island Law Enforcement Services

Type	Amount
SALARIES AND WAGES	\$3,256,449
OVERTIME*	\$458,459
OVERTIME/TRAINING SCHOOL	\$127,200
EMPLOYER FICA	\$238,211
EMPLOYER MEDICARE	\$55,711
EMPLOYER SC RETIREMENT	\$38,923
EMPLOYER PO RETIREMENT	\$807,845
EMPLOYER GROUP INSURANCE	\$575,164
EMPLOYER WORKERS COMP	\$89,300
TORT LIABILITY INSURANCE	\$66,998
EMPLOYER UNEMPLOYMENT INS	\$0
Subtotal	\$5,714,260
PRINTING	\$400
TELEPHONE/COMMUNICATION	\$11,775
ELECTRICITY	\$21,000
WATER/SEWER/GARBAGE	\$2,350
MAINTENANCE CONTRACTS	\$0
EQUIPMENT MAINTENANCE	\$1,998
RENTALS	\$0
PROFESSIONAL SERVICES	\$0
NON-PROFESSIONAL SERVICES	\$500
VEHICLE MAINT SERVICES	\$111,763
DUES & SUBSCRIPTIONS	\$1,800
TRAINING & CONFERENCES	\$32,000
VEHICLE INSURANCE	\$38,365
INSURANCE - OTHER	\$505
SUPPLIES & MATERIALS	\$14,778
UNIFORMS	\$40,035
FUELS/LUBRICANTS	\$165,000
NON-CAP EQUIPMENT	\$1,200
VEHICLE PURCHASES	\$0
Subtotal	\$443,469
TOTAL GROSS COST	\$6,157,729
<i>* Less Included Reimbursable Overtime</i>	<i>(\$17,000)</i>
TOTAL NET COST	\$6,140,729

Source: Beaufort County

As identified above, direct costs for services to Hilton Head Island reflect personnel and operating-related expenses. The above net cost of \$6,140,729 is used to calculate the updated Law Enforcement Service Charge and Uniform User Fee.

BCSO Law Enforcement Costs for Hilton Head Island Allocated to Residential and Nonresidential Development

To allocate costs to land uses, functional population is used. Functional population is a standard methodology to apportion costs between residential and nonresidential development. Further detail is provided below.

Functional Population

Both residential and nonresidential development place demand on law enforcement services. To calculate the proportionate share between residential and nonresidential demand for a particular service or facility, a “functional population” approach is used. The functional population approach allocates the cost of law enforcement services to residential and nonresidential development based on the activity of residents and workers in the Town of Hilton Head Island over a 24-hour time period.

Residents that do not work are assigned 20 hours per day to residential development and 4 hours per day to nonresidential development (annualized averages). Residents that work in the Town of Hilton Head are assigned 14 hours to residential development and 10 hours to nonresidential development. Residents that work outside the Town are assigned 14 hours to residential development, the remaining hours in the day are assumed to be spent outside of the Town working. Inflow commuters are assigned 10 hours to nonresidential development. Based on 2021 data (the latest Origin-Destination data available from U.S. Census Bureau), residential development accounts for 75 percent of the functional population, while nonresidential development accounts for 25 percent.

Figure 3. Town of Hilton Head Island Functional Population

Hilton Head Town, SC (2021)			
		Demand Hours/Day	Person Hours
Residential			
Population*	72,032		
Residents Not Working	58,472	20	1,169,434
Employed Residents	13,560		
Employed in Hilton Head	7,851	14	109,914
Employed outside Hilton Head	5,709	14	79,926
		Residential Subtotal	1,359,274
		Residential Share =>	75%
Nonresidential			
Non-working Residents	58,472	4	233,887
Jobs Located in Hilton Head	21,585		
Residents Employed in Hilton Head	7,851	10	78,510
Non-Resident Workers (inflow commuters)	13,734	10	137,340
		Nonresidential Subtotal	449,737
		Nonresidential Share =>	25%
		TOTAL	1,809,011

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2021).

* Seasonal/peak population; TischlerBise calculation from housing unit estimate and U.S. Census household size.

The cost for the Beaufort County Sheriff’s Office services provided in the Town of Hilton Head Island is allocated to residential and nonresidential development using the above proportionate share factors. Results are shown below.

Figure 4. Town of Hilton Head Island BCSO Law Enforcement Cost Allocated to Residential and Nonresidential Development

Hilton Head BCSO Law Enforcement Cost		
Allocated to Residential / Nonresidential		\$6,140,729
	<i>Functional Population*</i>	
Residential Proportionate Share	75%	\$4,605,547
Nonresidential Proportionate Share	25%	\$1,535,182
TOTAL COST	100%	\$6,140,729

* Functional population (see supporting figure)

Costs per Service Unit

Appropriate service units are identified for Law Enforcement Services. For residential development, population is the driver and is reflected in household size (i.e., persons per household) by type of housing unit. This captures demand from both year-round and seasonal housing units. Population is the appropriate service unit.

For nonresidential development, the appropriate service unit is vehicle trips. Vehicle trip rates are typically used for public safety-related fees and charges to reflect the relative demand for public safety services from nonresidential development. That is, vehicle trip rates are highest for commercial/retail development—reflecting demand from all activity (workers, shoppers, visitors) at a retail establishment. Conversely, industrial development has the lowest nonresidential trip rates and office development rates fall between the other two categories reflecting the level of activity at each type of facility.

BCSO Law Enforcement costs allocated between residential and nonresidential development are then divided by the applicable base year demand factors to determine a cost per demand factor—for residential, a cost per capita and for nonresidential, a cost per nonresidential vehicle trip.

Seasonal population in housing units is calculated to account for both year-round and seasonally-occupied housing units in Hilton Head Island. Nonresidential vehicle trips are calculated based on applicable vehicle trip rates and adjustment factors per the Institute of Transportation Engineers (ITE) applied to nonresidential land uses in Hilton Head Island. Detail is provided in Appendix A.

As shown, the calculated cost per person is \$66.46 and the cost per nonresidential vehicle trip is \$17.92.

Figure 5. Town of Hilton Head Island BCSO Law Enforcement Cost per Service Unit

Hilton Head BCSO Law Enforcement Cost	\$6,140,729	
	Residential	Nonresidential
Proportionate Share %	75%	25%
Proportionate Share \$	\$4,605,547	\$1,535,182
Service Unit	Seasonal Population in Hsg Units	Nonresidential Vehicle Trips
Current Service Units*	69,296	85,659
Cost per Service Unit (rounded)	\$66.46	\$17.92

* See Appendix A for supporting detail.

Service Charges and Uniform User Fees for Residential and Nonresidential Land Uses

Using the above factors, Law Enforcement Service Charges and Uniform User Fees for the Town of Hilton Head Island are calculated. The service charges are based on household size for residential development and vehicle trips per 1,000 square feet or hotel room for nonresidential development. Differentiating the service charge by housing type allows the results to reflect the level of demand (persons per household) from residential land uses. For residential development, the cost per person (\$66.46) is multiplied by household size to calculate the updated service charge by type of unit. For nonresidential development, the cost per vehicle trip (\$17.92) is multiplied by trips per demand unit (either 1,000 square feet or lodging room) to calculate the updated service charge by type of nonresidential development.

The schedule presented is meant to provide broad-based land use categories to capture the majority of types of land uses in the Town. Using ITE trip rates for nonresidential development allows additions to the schedule, as necessary.

2024 Update: Law Enforcement Service Charge and Uniform User Fee Study
Beaufort County, South Carolina

Figure 6. Law Enforcement Service Charge and Uniform User Fee Proposed Schedule for FY2025

Service Charge Component	Cost per Person
Hilton Head BCSO Law Enforcement Cost	\$66.46
Total	\$66.46

Housing Type	Persons per Household [^]	Service Charge per Housing Unit
Single Family	2.35	\$156
Multifamily	1.70	\$113

[^] Source: U.S. Census Bureau, 2018-2022 American Community Survey 5-Year Estimates

Nonresidential

User Fee Component	Cost per Trip
Hilton Head BCSO Law Enforcement Cost	\$17.92
Total	\$17.92

Development Type	Demand Unit	Vehicle Trip Ends per Demand Unit*	Trip Adj. Factor*	Service Charge per Demand Unit
Retail	1,000 sq. ft.	37.01	38%	\$252
Office/Service	1,000 sq. ft.	10.84	50%	\$97
Industrial	1,000 sq. ft.	4.75	50%	\$43
Institutional	1,000 sq. ft.	10.77	50%	\$96
Lodging	Room	7.99	50%	\$72

* Source: Trip Generation, Institute of Transportation Engineers, 11th Edition (2021)

SUMMARY: LAW ENFORCEMENT SERVICE CHARGE AND UNIFORM USER FEE SCHEDULE

The figure below summarizes the proposed Law Enforcement Service Charge and Uniform User Fee schedule calculated to cover the costs incurred by BCSO to serve the Town of Hilton Head Island.

Figure 7. Proposed Law Enforcement Service Charge and Uniform User Fee Schedule

Land Use	Demand Unit	Service Charge per Demand Unit
Residential		
Single Family	Housing Unit	\$156
Multifamily	Housing Unit	\$113
Nonresidential		
Retail	1,000 sq. ft.	\$252
Office/Service	1,000 sq. ft.	\$97
Industrial	1,000 sq. ft.	\$43
Institutional	1,000 sq. ft.	\$96
Lodging	Room	\$72

Given the above schedule and estimated base year development in the Town of Hilton Head Island, an estimate of revenue can be provided. Please note, cost factors have been rounded in the analysis and therefore the total revenue calculated does not equal the total cost.

Figure 8. Law Enforcement Service Charge and Uniform User Fee Estimated Revenue

Land Use	Demand Unit	Service Charge per Demand Unit	Base Year Development	Estimated Revenue
Residential				
Single Family	Housing Unit	\$156	17,505	\$2,730,780
Multifamily	Housing Unit	\$113	16,564	\$1,871,732
			<i>Subtotal</i>	<i>\$4,602,512</i>
Nonresidential				
Retail	1,000 sq. ft.	\$252	4,184	\$1,054,256
Office/Service	1,000 sq. ft.	\$97	1,998	\$193,795
Industrial	1,000 sq. ft.	\$43	1,626	\$69,914
Institutional	1,000 sq. ft.	\$96	2,253	\$216,277
			<i>Subtotal</i>	<i>\$1,534,243</i>
			GRAND TOTAL*	\$6,136,755

* Does not equal total cost due to rounding.

APPENDIX A: DEMOGRAPHIC ASSUMPTIONS

Population and Housing Characteristics

Per capita standards and persons per housing unit or persons per household are used to derive proportionate service charge amounts. Household sizes vary by housing unit type and, consequently, demand for services vary. Thus, it is important to differentiate between housing types and size.

When persons per housing unit (PPHU) is used in service charge calculations, infrastructure standards are derived using year-round population. In contrast, when persons per household (PPHH) is used in the calculations, the service charge methodology assumes all housing units will be occupied, thus requiring seasonal population to be used when deriving infrastructure standards.

Infrastructure and services are sized to accommodate not just permanent residents, but seasonal residents and workers as well. Therefore, TischlerBise recommends that service charges for residential development be calculated according to persons per household.

Based on housing characteristics, TischlerBise recommends using two housing unit categories for the service charges: (1) Single Family and (2) Multifamily. Each housing type has different characteristics resulting in a different demand for Law Enforcement services. Figure 9 shows the U.S. Census American Community Survey 2022, 5-Year Estimates data for the Town of Hilton Head Island. Single family units have a household size of 2.35 persons and multifamily units have a household size of 1.70 persons.

Figure 9. Town of Hilton Head Island Persons per Household

Housing Type	Persons	Housing Units	Persons per Housing Unit	Households	Persons per Household	Housing Unit Mix
Single Family [1]	30,160	17,941	1.68	12,827	2.35	59%
Multifamily [2]	7,287	12,311	0.59	4,285	1.70	41%
Total	37,447	30,252	1.24	17,112	2.19	

[1] Includes attached and detached single family homes

[2] Includes structures with 2+ units

Source: U.S. Census Bureau, 2018-2022 American Community Survey 5-Year Estimates

Base Year Population and Housing Units

As noted above, the Town of Hilton Head Island has permanent and short-term (i.e., seasonal) residents. The current estimate of population, on which the service charge is based, accounts for full occupancy of residential units. The population estimate is based on household size estimates for the Town of Hilton Head Island from U.S. Census data and the current inventory of housing units from the Beaufort County Office of the Assessor.

Town of Hilton Head Island Housing Unit and Population Estimate (2024)

Data on the current number of housing units by type of unit is used to derive the current estimated seasonal population in the Town of Hilton Head Island. Current estimated number of housing units in the Town of Hilton Head Island was obtained from the Beaufort County Office of the Assessor.² Persons per household (i.e., population in an occupied housing unit) is then applied to the estimated number of housing units to calculate seasonal population in 2024 (see Figure 10).

Figure 10. Town of Hilton Head Island Seasonal Population Estimate (2024)

	<i># by Type [1]</i>	<i>PPHH [2]</i>	<i>Seasonal Population Estimate</i>
Single Family Units	17,505	2.35	41,137
Multifamily Units	16,564	1.70	28,159
Total	34,069		69,296

[1] Housing units in Town of Hilton Head Island, Beaufort County Assessor's Office.

[2] Town of Hilton Head Island Persons per Household; U.S. Census Bureau, 2018-2022 American Community Survey 5-Year Estimates.

² Beaufort County Office of the Assessor, Service Charge and Uniform User Fee file (file provided to TischlerBise, May 16, 2024).

2021 Town of Hilton Head Island Housing Unit and Population Estimate for Functional Population Calculation

To calculate the functional population for the Town of Hilton Head Island a population estimate for 2021 is needed. First, 2021 permanent population for the Town of Hilton Head Island is obtained from the U.S. Census. Next, the permanent population estimate is used to determine the estimated number of housing units in the Town. Then, persons per household (i.e., population in an occupied housing unit) is applied to the estimated number of housing units to calculate seasonal population in 2021. Detail is provided in the following two figures.

Figure 11. Town of Hilton Head Island Housing Unit Estimate (2021)

Hilton Head Permanent Population Estimate 2021 [1]	37,667
Average Persons per Housing Unit [2]	1.15
Hilton Head Housing Unit Estimate 2021 [3]	33,857

[1] U.S. Census Bureau, Population Division, Annual Estimates of the Resident Population for Incorporated Places in South Carolina: April 1, 2020 to July 1, 2021 (SUB-IP-EST2021-POP-45)
 [2] U.S. Census Bureau, 2016-2020 American Community Survey 5-Year Estimates
 [3] Calculated (permanent population / persons per housing unit)

Figure 12. Town of Hilton Head Island Seasonal Population Estimate (2021)

	% Distr. [1]	# by Type	PPHH [2]	Seasonal Population Estimate
Single Family Units	59%	19,844	2.38	47,229
Multifamily Units	41%	14,013	1.77	24,803
Total	100%	33,857		72,032

[1] U.S. Census Bureau, 2016-2020 American Community Survey 5-Year Estimates
 [2] Persons per Household; U.S. Census Bureau, 2016-2020 American Community Survey 5-Year Estimates

Base Year Employment and Nonresidential Floor Area

The Law Enforcement Service Charge and Uniform User Fee is also applied to nonresidential development as discussed in the body of this report. Nonresidential vehicle trips are calculated for the base year using employment and nonresidential square footage in the Town of Hilton Head Island.

Figure 13 provides detail on base year nonresidential square footage and employment in the Town of Hilton Head Island. As shown below, nonresidential square footage in the Town of Hilton Head Island is estimated at approximately 10 million square feet as of 2024. The estimate is derived from data provided by the Beaufort County Assessor. Nonresidential square footage is converted to jobs with factors shown in Figure 14.

Figure 13. Town of Hilton Head Island Employment and Nonresidential Square Footage by Industry (2024)

Industry	Nonres. Sq. Ft. [1]	Sq. Ft./Emp [2]	Employment [3]	%
Retail	4,183,557	471	8,888	36%
Office	1,997,891	307	6,504	26%
Industrial	1,625,906	528	3,077	12%
Institutional	2,252,886	350	6,436	26%
Total	10,060,240		24,905	100%

[1] Estimate from Beaufort County Assessor data (for Tax Year 2024).
 [2] Trip Generation, Institute of Transportation Engineers (ITE), 11th Edition (2021)
 [3] Calculated (Nonres. Sq. Ft. / Sq. Ft. per Employee = Employees)

Weekday trip rates (referenced in Figure 15 and used in the service charge calculation) per demand unit are shown below in Figure 14.

Figure 14. Institute of Transportation Engineers Nonresidential Factors

ITE Code	Land Use	Demand Unit	Wkdy Trip Ends Per Dmd Unit	Wkdy Trip Ends Per Employee	Emp Per Dmd Unit	Sq Ft Per Emp
820	Shopping Center (avg size)	1,000 Sq Ft	37.01	17.42	2.12	471
710	General Office (avg size)	1,000 Sq Ft	10.84	3.33	3.26	307
140	Manufacturing	1,000 Sq Ft	4.75	2.51	1.89	528
610	Institutional/Hospital	1,000 Sq Ft	10.77	3.77	2.86	350

Source: Trip Generation, Institute of Transportation Engineers, 11th Edition (2021)

Nonresidential Vehicle Trips

Vehicle trip generation for nonresidential land uses are calculated using average daily (weekday) trip end rates and adjustment factors from the Institute of Transportation Engineers (ITE) in *Trip Generation*, 11th edition (2021).³ To estimate base year nonresidential vehicle trips in Town of Hilton Head Island, weekday trip ends per 1,000 square feet factors shown in Figure 14 are used.

For nonresidential land uses, a standard 50 percent adjustment is applied to Office, Industrial, and Institutional to allocate trips to the nonresidential (destination) land use (with the other trip end allocated to the originating land use). A lower vehicle trip adjustment factor is used for Retail because this type of development attracts vehicles as they pass-by on arterial and collector roads. For example, when someone stops at a convenience store on their way home from work, the convenience store is not their primary destination.

Figure 15 shows the ITE land use code, daily vehicle trip end rate, trip adjustment factor, and estimated weekday vehicle trip ends per day for each nonresidential land use.

Figure 15. Town of Hilton Head Island Average Daily Nonresidential Vehicle Trips (2024)

Industry	Nonres. Sq. Ft. [1]	Vehicle Trip Ends per 1,000 Sq. Ft. [2]	Trip Adj. Factor [2]	Vehicle Trip Ends [3]
Retail	4,183,557	37.01	38%	58,837
Office	1,997,891	10.84	50%	10,829
Industrial	1,625,906	4.75	50%	3,862
Institutional	2,252,886	10.77	50%	12,132
Total	10,060,240			85,659

[1] Estimate from Beaufort County Assessor data (for Tax Year 2024).
 [2] *Trip Generation*, Institute of Transportation Engineers (ITE), 11th Edition (2021)
 [3] Calculated (Nonres. Sq. Ft./1000 x Vehicle Trips Ends per 1,000 Sq. Ft. x Trip Adj. Factor = Vehicle Trip Ends)

³ Institute of Transportation Engineers, *Trip Generation*, 11th Edition, is the most current available.

APPENDIX B: LAND USE DEFINITIONS

Residential Development

As discussed below, residential development categories are based on data from the U.S. Census Bureau, American Community Survey. It is anticipated that Beaufort County will collect the Law Enforcement Service Charge and Uniform User Fee from all residential units.

Single-Family Units:

1. Single-family detached is a one-unit structure detached from any other house, that is, with open space on all four sides. Such structures are considered detached even if they have an adjoining shed or garage. A one-family house that contains a business is considered detached as long as the building has open space on all four sides.
2. Single-family attached (townhouse) is a one-unit structure that has one or more walls extending from ground to roof separating it from adjoining structures. In row houses (sometimes called townhouses), double houses, or houses attached to nonresidential structures, each house is a separate, attached structure if the dividing or common wall goes from ground to roof.
3. Mobile home includes both occupied and vacant mobile homes, to which no permanent rooms have been added. Mobile homes used only for business purposes or for extra sleeping space and mobile homes for sale on a dealer's lot, at the factory, or in storage are not counted in the housing inventory.
 - a. Examples of respective land use codes in the Institute of Transportation Engineers Trip Generation Manual, 2021: 210, 215

Multi-Family Units:

1. 2+ units (duplexes and apartments) are units in structures containing two or more housing units, further categorized as units in structures with “2, 3 or 4, 5 to 9, 10 to 19, 20 to 49, and 50 or more apartments.”
2. Boat, RV, Van, Etc. includes any living quarters occupied as a housing unit that does not fit the other categories (e.g., houseboats, railroad cars, campers, and vans). Recreational vehicles, boats, vans, railroad cars, and the like are included only if they are occupied as a current place of residence.
 - a. Examples of respective land use codes in the Institute of Transportation Engineers Trip Generation Manual, 2021: 220, 221, 222

Nonresidential Development

Nonresidential development categories represent general groups of land uses that share similar average weekday vehicle trip generation rates and employment densities (i.e., jobs per thousand square feet of floor area).

Retail: Establishments primarily selling merchandise, eating/drinking places, entertainment uses, and places of lodging. By way of example, commercial includes shopping centers, supermarkets, pharmacies, restaurants, bars, nightclubs, automobile dealerships, movie theaters, and lodging.

Examples of respective land use codes in the Institute of Transportation Engineers [Trip Generation Manual](#), 2021: 820, 821, 822, 875

Industrial: Establishments primarily engaged in the production of goods. By way of example, industrial – general includes manufacturing plants, utility substations, power generation facilities, and telecommunications buildings.

Examples of respective land use codes in the Institute of Transportation Engineers [Trip Generation Manual](#), 2021: 110, 130, 140, 150

Institutional: Public and quasi-public buildings providing educational, social assistance, or religious services. By way of example, institutional includes schools, universities, churches, daycare facilities, and government buildings.

Examples of respective land use codes in the Institute of Transportation Engineers [Trip Generation Manual](#), 2021: 520, 522, 525, 610, 620, 730

Office & Other Services: Establishments providing management, administrative, professional, business services, and health services. By way of example, office & other services include banks, business offices, medical offices, hospitals, and veterinary clinics.

Examples of respective land use codes in the Institute of Transportation Engineers [Trip Generation Manual](#), 2021: 710, 750, 770

Lodging: Establishment providing sleeping accommodations and may include supporting facilities such as restaurants, bar/lounges, meeting rooms, convention facilities, and banquet rooms. Typically provides a swimming pool or other recreational facilities.

Examples of respective land use codes in the Institute of Transportation Engineers [Trip Generation Manual](#), 2021: 310, 311, 312, 320, 330