

## CHAPTER EIGHT: IMPLEMENTATION

### Introduction

The success of the Comprehensive Land Use Plan depends upon how effectively it is implemented. Four basic implementation tools are described below:

1. Provision of public facilities, especially through capital improvements programming and through the preservation or advance acquisition of future public lands and rights-of-way. The capital improvements program will play a significant role in implementing the land use recommendations within this document.
2. Development regulations such as subdivision controls, the zoning ordinance, the Beaufort Preservation Manual, and other regulatory codes, which insure that private development complies with City development standards and other building standards and is located in areas that conform to the land use plan.
3. Persuasion, leadership and coordination are somewhat more informal implementation tools than capital improvement programming or development regulations. However, these tools can be very effective in making sure that ideas, data, maps, information and research pertaining to growth and development are not only put forth, but also find their way into the decision making of private developers and public agencies. The land use recommendations in this document will not be realized without the continuing political, economic and financial support of the City and its decision makers.
4. The comprehensive plan itself can become a tool in carrying out its own policies and recommendations, if the plan is kept visible and up-to-date as a continuous guide for public and private decision making. The City should, therefore, periodically review the plan and, as necessary, make appropriate revisions to the plan to keep it viable as a current document. In addition, it should be stressed that a zoning ordinance is not a land use plan and should not be considered an adequate substitute for one.

The comprehensive land use and development plan should not be considered a static document. Development patterns perceived when it was prepared may change and various resources (human, natural and financial) may become available or decline.

If the goals and policies contained in this plan truly reflect the City's opinions and real estate

principles, they will provide a solid basis for evaluating changes and updates to this document. If they are not sufficiently detailed to serve this function, future amendments to this document should begin with the goals and policies. A plan that is firmly grounded on usable goals remains current and instills residents with confidence that the future development of their City is logical, predictable and understandable. This attitude is critically important.

This document should also be allowed to evolve by adding detail. At a minimum, detailed functional plans for transportation, parks and open space, heritage conservation, housing and economic development should be prepared as an amplification of this plan and should be regularly updated.

### **Implementation Methods**

The City of Beaufort Comprehensive Plan serves as a guide for public and private decision-making in dealing with the development of the City. Implementation of the plan depends upon the City, its powers to regulate private development through the zoning, subdivision and development ordinances, its powers of taxation, and its capital expenditures. This section provides a listing of potential implementation techniques which are most feasible for implementing a comprehensive land use plan in the City of Beaufort. Most of these techniques utilize existing ordinances and procedures, although some require review and consideration of amendment.

1. Continuing Planning Process  
The comprehensive plan is designed to reflect current information as well as project future trends. As conditions change, the plan must be re-examined and updated. The following recommendations are necessary to keep the plan viable.
  - A. Short-Range Development Plans and Programs  
Establish short-range development plans and programs on an annual basis to help phase development and capital improvement proposals and to identify appropriate zoning changes. This program should be a guide for setting priorities for the annual budgets and the capital improvements program for the City.
  - B. Updates  
Monitor and refine the land use plan on an annual basis with major updates every five years. This should keep the plan responsive to changing conditions and needs in the City.
  - C. Detailed Functional Plans  
Develop more detailed functional plans (i.e., specific transportation, housing,

community facility and historic preservation studies) which can serve to address specific and technical issues.

D. Detailed Design Plans

Develop and support more detailed design plans for major activity centers and other critical areas such as the business park area, the commercial redevelopment areas, and planned mixed-use commercial/residential developments in specified parts of the City.

2. Capital Improvements Program

The provision of capital improvements should be used as a means of controlling the timing and location of development. Future capital improvements programs and redevelopment plans adopted by the City should be based in part on the recommendations made in this plan.

In order to do public facilities planning and programming and to ensure close coordination with private development plans, a realistic level of capital expenditures needs to be maintained. Sources of funding in addition to the property tax should be explored.

3. Zoning

Zoning is an important tool for implementing the land use plan. However, the plan is only a guide for zoning decisions. Modifications to the existing zoning ordinance should include but are not limited to the following:

- A. Future commercial establishments should be encouraged to locate in planned centers (i.e. New Town Center, Commercial Redevelopment Corridors or Commercial Nodes)
- B. Residential Zoning categories should be established to be more flexible in the minimum tract size and responsive to the densities established in this plan.
- C. Residential areas should be buffered from more intensive non-residential development (Especially along Major Roads).
- D. Tree preservation ordinance development and enforcement.
- E. Design Guidelines to control the visual quality of residential, commercial, and industrial development.
- F. Natural and Heritage Conservation Districts should be reviewed and new ones established as appropriate.

4. Land Development Regulations

Better use should be made of the land development regulations which govern the

conversion of vacant land into building sites. Developers are tied to the existing zoning for a particular tract, but before they can acquire a development and building permit they must be able to meet site preparation and environmental standards. Such ordinances should permit innovative site development (with high standards for controlling nonpoint-source pollution, for example) and strengthen the role of land development regulations in guiding the development of the City.

### **Implementation Guidelines**

An important aspect of a successful implementation strategy is the coordination of the various organizations, groups and individuals involved and/or affected. In other words, it is important for all parties to know the roles everyone is playing and the definition of their responsibilities. The assignment of clear responsibilities should be a primary factor in the implementation process. The suggestions outlined in this section are not meant to be a step-by-step process, but a list of available methods that can be used at any given time depending on the results desired. Promotion and education, regulation, financial assistance, and organizational assistance are all tools that can help the comprehensive land use plan for Beaufort become a reality.

### **Promotion and Education**

It is important to instill a vision in the eyes of residents about what Beaufort can be. It is easier to gather support as well as cooperation and financial resources when people are enthusiastic and educated about a project. By educating people about their city, people will be less likely to oppose any steps taken toward the management of growth and development.

**City Newsletter:** A City newsletter is one of the quickest and easiest ways to inform residents about topics directly dealing with issues affecting their neighborhoods. Topics in the newsletter could include recent building projects, new construction proposals, historic facts on Beaufort, and household fix-up tips. The newsletter could be produced and circulated through established neighborhood organizations or could be prepared in conjunction with the Beaufort Gazette.

**Recognition System:** Recognition for achievements can go far in encouraging resident participation. Recognition certificates and announcements in newspapers and neighborhood newsletters on a regular basis are ways to reward home-owners and volunteers for their work. The press and the City Council should always be notified of recent accomplishments. Public recognition gives people a feeling of achievement and encourages them to continue to participate.

**Awards of Excellence:** The Beaufort City Council should conduct an annual event to recognize outstanding projects, programs, individuals and organizations which have significantly

contributed to the preservation of or the enhancement of the City's quality of life. The City Council should be routinely notified of development successes and invited to visit new projects.

**Regulation**

The City of Beaufort has the power to regulate individual and group actions to protect the health, safety, and welfare of the population. This power is known as police power and is passed to local communities through the state legislature. Regulatory powers open to the City include issues of zoning, building codes, and property maintenance regulations. The following restrictions are indicative of the kinds of powers Beaufort possesses to aid in protecting and enhancing neighborhood quality of life.

**Zoning:** Strict control of zoning is an effective way of implementing design guidelines and controlling development and redevelopment throughout the City. To the extent appropriate, revisions to zoning ordinances should create increased compatibility between zoning ordinances and other planning tools such as the future land use plan and design guidelines.

A comparison of the current zoning in the City of Beaufort and the existing land use in the City indicates that there is some excess land zoned for certain uses. Zoning which is intended for residential at a greater intensity than single-family is greater by over 394 acres than the estimated current acreage of such land use. Likewise, there are approximately 255 more acres zoned for commercial use than are being used for such use. Future revisions to the City's zoning ordinance should respond to the Comprehensive Plan and the Future Land Use Plan by bringing the amounts of land zoned for each use into conformity with the amount of land planned for each use. Additionally, revisions to the City's zoning ordinance should continue to reflect the desire to accommodate areas for mixed land uses and should respond to the notions of the Future Land Use Concept and plan, such as the New Village Center, the Industry and Business Park zone and the office/professional Hospital Zone.

**Table 42: Comparison of City of Beaufort Existing Land Use and Zoned Acreage**

<b>Current Zoning</b>	<b>Corresponding** Land Use</b>	<b>Zoned</b>	<b>Land</b>	<b>Excess</b>
R6, R9, R12, PUD	Single Family Residential	1145.04	1447.07	-302.03
GR, HR, MH	Duplex/Mobile Home/Multi-Family	512.70	118.31	394.39
GCD, HC, NC, CC	General Commercial	599.56	344.08	255.48
OC, MUG, MUE, MED	Office/Institutional	121.17	255.50	-134.33
LI	Industrial	74.28	13.97	60.31

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CP	Park/Recreation/Open Space	136.85	86.29	50.56
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Source: Beaufort County Planning Department, Robert and Company

\* CSP zone is mixed-use and not included

\*\* TCU land use not included

**Building Permit Approval:** No redevelopment or new construction can be done in Beaufort without a building permit approval. The necessity of a building permit is another way of regulating construction in the City. Any projects proposed for areas under the design guidelines must be followed or a permit will not be issued.

**Financial Incentives**

Incentives are aimed at getting people to take action on certain issues when they otherwise would not. Financial incentives can help encourage people to get involved with new development opportunities. Financial incentives should be developed to give people a chance to contribute to the improvement of Beaufort when they might not otherwise be able to. Such financial incentives have been recently introduced within the Beaufort 2001 plan.

**Organizational Assistance**

Fortunately, the City of Beaufort has an abundance of resources when it comes to organizations who are willing to help contribute to the enhancement of the City's quality of life. There are many for-profit and non-profit organizations that are willing to lend their assistance whether it be technical or financial. These groups can assist with promotion and financial assistance and provide sources of professional assistance that would not otherwise be available to the City. One resource for this assistance would be the volunteer members of the Beaufort Comprehensive Plan Committee. Any success that comes from the Comprehensive Land Use Plan is testimony to the dedication of the members of this committee towards the preservation of Beaufort's quality of life.

### Short Term Work Program

Presented below is a preliminary five year short term work program for implementation of the future land use concepts and City programs contained in the Comprehensive Land Use Plan. The short term work program should be reviewed and revised on an annual basis to help the City plan for capital improvement proposals and to keep the plan responsive to changing conditions in Beaufort County. The short term work program identifies only recommendations that should be approached in the short-term future, and is not a complete listing of recommendations that are included in the Goals, Policies and Strategies sections of each plan element.

1. Revise Land Development Codes including the zoning ordinance.

Estimated Cost: \$40,000  
Funding Source: City of Beaufort  
Year of Implementation: 1999  
Responsibility: City of Beaufort

2. Prepare a parking study for downtown Beaufort.

Estimated Cost: \$15,000  
Funding Source: City of Beaufort  
Year of Implementation: 1998-1999  
Responsibility: City Manager's Department

3. Facilitate the formation of a Community Development Corporation.

Estimated Cost: None  
Funding Source: N/A  
Year of Implementation: 1999-2001  
Responsibility: City of Beaufort, Local Businesses and Non-Profit Organizations

4. Develop a comprehensive open space, parks and greenways plan for the City. This could take the form of an expansion of the Palmetto Greenways plan into the area of parks and open space acquisition and future greenways extensions.

Estimated Cost: \$15,000  
Funding Source: Public grants and private donations  
Year of Implementation: 1999-2001  
Responsibility: Beaufort Planning Department

Note: A comprehensive parks and open space plan should take into account the current amount of non-taxable land in the City and weight the benefits of adding public lands against the cost of additional non-taxable areas.

5. Develop a basic shared geographic information system (GIS) to collaborate with Beaufort County's GIS department.

Estimated Cost: \$35,000

Funding Source: City of Beaufort/Beaufort County

Year of Implementation: 1998-2001

Responsibility: Beaufort Planning, Police and Fire Departments

6. Maintain a City of Beaufort Comprehensive Planning Committee.

Estimated Cost: None

Funding Source: City of Beaufort

Year of Implementation: 1998-2018

Responsibility: Beaufort Planning Department

7. Implement applicable recommendations from the Beaufort County Above-Ground Historic Resources Survey of Beaufort County, South Carolina.

Estimated Cost: To be determined

Funding Source: Beaufort County, State, Federal and Private

Year of Implementation: 1998-2003

Responsibility: City of Beaufort, Town of Port Royal, Beaufort County

8. Prepare a Coastal Zone Management plan to establish specific policies concerning coastline management, waterway recreation activities, boat moorings and other issues affecting the quality of Beaufort's waterways.

Estimated Cost: \$25,000

Funding Source: City of Beaufort, Beaufort County, OCRM

Year of Implementation: 1999-2001

Responsibility: Beaufort Planning Department

9. Prepare and implement a stormwater drainage plan to include a feasibility study for the development of a stormwater utility.

Estimated Cost: \$150,000 per year

Funding Source: City of Beaufort, SCDHEC  
Year of Implementation: 1999-2000  
Responsibility: Beaufort Public Works Department

10. Prepare development studies and a master plan for a business and industry park.

Estimated Cost: \$10,000  
Funding Source: City of Beaufort, Beaufort County, Chamber of Commerce  
Year of Implementation: 1999-2000  
Responsibility: City of Beaufort and Beaufort County Economic Development

11. Develop plans for a basic facility for outdoor performances.

Estimated Cost: \$20,000  
Funding Source: Chamber of Commerce, Hospitality Industry, Private donations  
Year of Implementation: 1999-2000  
Responsibility: Beaufort Chamber of Commerce/Visitors Bureau

12. Prepare a housing revitalization finance study for the entire City.

Estimated Cost: \$20,000  
Funding Source: City of Beaufort, State and Federal Grants  
Year of Implementation: 2000-2001  
Responsibility: Beaufort City Manager's Office

Note: A housing revitalization plan should build upon the design guidelines being developed for the Northwest Quadrant by identifying opportunities for financing revitalization and redevelopment of residential neighborhoods.

13. Expand the Planning Department as needed to support population growth and development and preservation activities.

Estimated Cost: \$60,000  
Funding Source: City of Beaufort, State and Federal grants.  
Year of Implementation: 2002  
Responsibility: Beaufort City Manager's Office

14. Prepare a transportation study for downtown Beaufort to deal with mitigating traffic damage to historic properties, and to identify speed limit improvements and traffic calming methods for Bay Street, Boundary Street, Carteret Street and Ribaut Road.

Estimated Cost: \$12,000  
Funding Source: Local, State and Federal (TEA-21 matching grant program)  
Year of Implementation: 2000-2003  
Responsibility: City of Beaufort Planning and Public Works Departments

15. Implement the Palmetto Greenway plan for greenway and blueway systems in Beaufort.

Estimated Cost: To be determined  
Funding Source: TEA-21 matching grants, Private donations  
Year of Implementation: 1998-2003  
Responsibility: City of Beaufort Public Works Department

16. Prepare a comprehensive parks, open space and recreation plan to complement the Palmetto Greenway plan.

Estimated Cost: \$12,500  
Funding Source: City of Beaufort  
Year of Implementation: 1999  
Responsibility: City of Beaufort Planning Department

17. Implement a plan for general sidewalk and utilities improvements in the historic district.

Estimated Cost: \$50 - \$75,000 per year  
Funding Source: City of Beaufort, TEA-21 matching grants, etc.  
Year of Implementation: 1999-2000  
Responsibility: City of Beaufort Planning and Public Works Departments

18. Prepare a strategic plan for future expansion recommendations to USCB.

Estimated Cost: \$5,000  
Funding Source: City of Beaufort  
Year of Implementation: 1998-1999  
Responsibility: City of Beaufort Planning Department

19. Prepare a strategic master plan for annexation in the City of Beaufort

Estimated Cost: \$35,000  
Funding Source: City of Beaufort  
Year of Implementation: 1999 and 2000

Responsibility: City of Beaufort Planning Department

20. Prepare a specific study of the effects of development on small islands in the City of Beaufort in conjunction with the process of updating Beaufort's zoning and development regulations.

Estimated Cost: \$25,000

Funding Source: City of Beaufort, State of South Carolina Natural Resources

Year of Implementation: 1999 and 2000

Responsibility: City of Beaufort Planning Department

### **Conclusion**

It is important for the residents of Beaufort to understand the developmental history of their City and how to protect the quality of life that they have. Beaufort has the opportunity to find ways to protect its valuable resources and ensure that future development will be constructive to the overall quality of the City. There are organizations that are active in the community and willing to offer technical and financial assistance to the City. The residents have also expressed genuine concern for their community and a strong desire to maintain a high quality of life. With continued effort, determination and a commitment to preserving and enhancing this quality of life, the City of Beaufort will be an extraordinary community well into the twentieth century.