



# Law Enforcement Service Charge and Uniform User Fee Study Approach and Findings

*Prepared for:*

**Beaufort County, South Carolina**

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## EXECUTIVE SUMMARY

Beaufort County, South Carolina, retained TischlerBise to develop a methodology for a Law Enforcement Service Charge and Uniform User Fee to be implemented in the Town of Hilton Head Island. The Law Enforcement Service Charge and Uniform User Fee would 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 Town contracts with the BCSO for Law Enforcement Services.

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. This cost reflects the actual cost for law enforcement services provided per the contract between BCSO and the Town.
- 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 is shown below in Figure 1.

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

Land Use	Demand Unit	Service Charge per Demand Unit
<b>Residential</b>		
Single Family	Housing Unit	\$101
Multifamily	Housing Unit	\$88
<b>Nonresidential</b>		
Retail	1,000 sq. ft.	\$242
Office/Service	1,000 sq. ft.	\$82
Industrial	1,000 sq. ft.	\$33
Institutional	1,000 sq. ft.	\$90
Lodging	Room	\$69

## OVERVIEW

Several incorporated jurisdictions in Beaufort County have 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 Beaufort County Sheriff's Office (BCSO) assists on calls for service but is not the primary responder.

BCSO is the main law enforcement agency in Unincorporated Beaufort County and provides support to incorporated localities with law enforcement agencies. BCSO also provides law enforcement services directly to the Town of Hilton Head Island via a contract for services executed between Beaufort County and the Town. 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 the contracted services. As of FY2021, the Town has indicated it will stop 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 is exploring 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 a commensurate demand for services.

The BCSO responded to over 320,000 law enforcement calls for service in Beaufort County in calendar year 2019. Of those calls, approximately 97,000 were in the Town of Hilton Head Island, or 30 percent of total County law enforcement calls. The BCSO FY2021 budget is approximately \$32 million.

## 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 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. Calculate the cost for Law Enforcement Services provided in Town of Hilton Head Island. 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 service charge for residential and nonresidential land uses and produce a schedule of charges 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. The total BCSO budget for FY21 is \$32 million. Of that amount, approximately \$4.4 million is spent on law enforcement services to the Town of Hilton Head Island. Detail is provided below.

**Figure 2. FY2021 BCSO Budget for Town of Hilton Head Island Law Enforcement Services**

	<b>FY2021</b>
Base Budget Positions^	\$3,704,257
Victim Advocate Officer	\$100,000
Benefits	\$504,000
Hilton Head Bar Patrol Overtime	\$75,000
<b>Total HHI Cost</b>	<b>\$4,383,257</b>
RBC Heritage Golf Tournament*	\$26,500

*^ Reflects 41 positions*

*\* Town of Hilton Head Island reimburses Beaufort County*

As identified above, costs for services to Hilton Head Island reflect personnel (authorized at 41 positions), employee benefits, Victim Advocate Officer, and Hilton Head Bar Patrol Overtime. (BCSO also provides law enforcement services for the RBC Heritage Golf Tournament held on the Island. The Town reimburses the County for those services.)

The above calculated cost of \$4,383,257 is used to determine the proposed Law Enforcement Service Charge and Uniform User Fee. This figure can be adjusted as the budget changes.

**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 Hilton County 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 2017 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**

<b>Hilton Head Town, SC (2017)</b>				
			<i>Demand Hours/Day</i>	<i>Person Hours</i>
<b>Residential</b>				
Population*	76,698			
Residents Not Working	61,816		20	1,236,320
Employed Residents	14,882			
Employed in Hilton Head		8,898	14	124,572
Employed outside Hilton Head		5,984	14	83,776
			<b>Residential Subtotal</b>	<b>1,444,668</b>
			<b>Residential Share =&gt;</b>	<b>75%</b>
<b>Nonresidential</b>				
Non-working Residents	61,816		4	247,264
Jobs Located in Hilton Head	23,471			
Residents Employed in Hilton Head		8,898	10	88,980
Non-Resident Workers (inflow commuters)		14,573	10	145,730
			<b>Nonresidential Subtotal</b>	<b>481,974</b>
			<b>Nonresidential Share =&gt;</b>	<b>25%</b>
			<b>TOTAL</b>	<b>1,926,642</b>

Source: U.S. Census Bureau, OnTheMap 6.1.1 Application and LEHD Origin-Destination Employment Statistics.

\* 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

<b>Hilton Head BCSO Law Enforcement Cost Allocated to Residential / Nonresidential</b>		<b>\$4,383,257</b>
	<i>Functional Population*</i>	
Residential Proportionate Share	75%	\$3,287,443
Nonresidential Proportionate Share	25%	\$1,095,814
<b>TOTAL COST</b>	<b>100%</b>	<b>\$4,383,257</b>

\* 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. Data is based on the Beaufort County Development Impact Fee Study conducted by TischlerBise in 2019-2020. Detail is provided in Appendix A.

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

Hilton Head BCSO Law Enforcement Cost	<b>\$4,383,257</b>	
	<b>Residential</b>	<b>Nonresidential</b>
Proportionate Share %	75%	25%
Proportionate Share \$	\$3,287,443	\$1,095,814
Service Unit	Seasonal Population in Hsg Units	Nonresidential Vehicle Trips
Current Service Units (2020)*	79,046	64,997
<b>Cost per Service Unit (rounded)</b>	<b>\$41.59</b>	<b>\$16.86</b>

*\* See Appendix A for supporting detail.*

As shown, the calculated cost per person is \$41.59 and the cost per nonresidential vehicle trip is approximately \$16.86.

### **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 (\$41.59) is multiplied by household size to calculate the proposed service charge by type of unit. For nonresidential development, the cost per vehicle trip (\$16.86) is multiplied by trips per demand unit (either 1,000 square feet or lodging room) to calculate the proposed fee.

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.

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

**Residential**

Service Charge Component	Cost per Person
Hilton Head BCSO Law Enforcement Cost	\$41.59
<b>Total</b>	<b>\$41.59</b>

Housing Type	Persons per Household <sup>^</sup>	Service Charge per Housing Unit
Single Family	2.42	<b>\$101</b>
Multifamily	2.11	<b>\$88</b>

<sup>^</sup> Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

**Nonresidential**

User Fee Component	Cost per Trip
Hilton Head BCSO Law Enforcement Cost	\$16.86
<b>Total</b>	<b>\$16.86</b>

Development Type	Demand Unit	Vehicle Trip Ends per Demand Unit*	Trip Adj. Factor*	Service Charge per Demand Unit
Retail	1,000 sq. ft.	37.75	38%	<b>\$242</b>
Office/Service	1,000 sq. ft.	9.74	50%	<b>\$82</b>
Industrial	1,000 sq. ft.	3.93	50%	<b>\$33</b>
Institutional	1,000 sq. ft.	10.72	50%	<b>\$90</b>
Lodging	Room	8.17	50%	<b>\$69</b>

\* Source: *Trip Generation*, Institute of Transportation Engineers, 10th Edition (2017)

## 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
<b>Residential</b>		
Single Family	Housing Unit	\$101
Multifamily	Housing Unit	\$88
<b>Nonresidential</b>		
Retail	1,000 sq. ft.	\$242
Office/Service	1,000 sq. ft.	\$82
Industrial	1,000 sq. ft.	\$33
Institutional	1,000 sq. ft.	\$90
Lodging	Room	\$69

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
<b>Residential</b>				
Single Family	Housing Unit	\$101	20,075	\$2,027,597
Multifamily	Housing Unit	\$88	14,438	\$1,270,525
			<i>Subtotal</i>	<i>\$3,298,122</i>
<b>Nonresidential</b>				
Retail	1,000 sq. ft.	\$242	2,724	\$659,168
Office/Service	1,000 sq. ft.	\$82	3,340	\$273,881
Industrial	1,000 sq. ft.	\$33	2,515	\$82,979
Institutional	1,000 sq. ft.	\$90	880	\$79,204
			<i>Subtotal</i>	<i>\$1,095,231</i>
			<b>GRAND TOTAL*</b>	<b><u>\$4,393,353</u></b>

\* 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.

According to the state of South Carolina’s Department of Parks, Recreation, and Tourism, Beaufort County is the third most visited county in the state. 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 2017, 5-Year Estimates data for the Town of Hilton Head Island. Single family units have a household size of 2.42 persons and multifamily units have a household size of 2.11 persons.

Figure 9. Town of Hilton Head Island Persons per Household

#### HILTON HEAD

Housing Type	Persons	Housing Units	Persons per Housing Unit	Households	Persons per Household	Housing Unit Mix
Single Family [1]	29,905	19,771	1.51	12,341	2.42	58%
Multifamily [2]	9,570	14,219	0.67	4,527	2.11	42%
Total	39,475	33,990	1.16	16,868	2.34	

[1] Includes attached and detached single family homes

[2] Includes structures with 2+ units

Source: U.S. Census Bureau, 2013-2017 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. Population estimates are based on assumptions in TischlerBise’s Development Impact Fee Study (with data from the Beaufort County Transportation Model at the Traffic Analysis Zone (TAZ) level) and population estimates for the Town of Hilton Head Island from the U.S. Census.

### Town of Hilton Head Island Housing Unit and Population Estimate (2020)

Current housing units by type of unit are estimated and used to derive current estimated seasonal population in the Town of Hilton Head Island. First, permanent population for the Town of Hilton Head Island is obtained from the U.S. Census for 2019 and updated to 2020 using growth rate assumptions from TischlerBise’s Development Impact Fee Study. 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 2020. Detail is provided in the following two figures.

**Figure 10. Town of Hilton Head Island Housing Unit Estimate (2020)**

Hilton Head Permanent Population Estimate 2019 [1]	39,639
Estimated Growth 2019 to 2020 [2]	1.0%
2020 Hilton Head Permanent Population Estimate	40,035
Average Persons per Housing Unit [3]	1.16
Hilton Head Housing Unit Estimate 2020 [4]	<b>34,513</b>

[1] U.S. Census in Town of Hilton Head Island CAFR FY2019

[2] Beaufort County TAZ Transportation Model in TischlerBise Development Impact Fee Study (2020)

[3] U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

[4] Calculated. Permanent population / persons per housing unit

**Figure 11. Town of Hilton Head Island Seasonal Population Estimate (2020)**

Town of Hilton Head Island Housing Unit Estimate 2020	<b>34,513</b>			
	<i>% Distr. [1]</i>	<i># by Type</i>	<i>PPHH [2]</i>	<i>Seasonal Pop. Est.</i>
Single Family Units	58%	20,075	2.42	48,582
Multifamily Units	42%	14,438	2.11	30,464
Total	100%	34,513		79,046

[1] U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

[2] Persons per Household; U.S. Census Bureau, 2013-2017 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 12 provides detail on base year employment and nonresidential square footage in the Town of Hilton Head Island. Nonresidential square footage is estimated based on number of jobs by type of industry and square feet per employee factors derived from the Institute of Transportation Engineers (ITE).

As shown below, it is estimated that there are 22,780 jobs in the Town of Hilton Head Island as of 2020. The estimate is from Traffic Analysis Zone (TAZ) data, provided in the Beaufort County Transportation Model for TischlerBise’s Development Impact Fee Study (2020). Jobs are converted to nonresidential square footage with factors shown in Figure 13.

**Figure 12. Town of Hilton Head Island Employment and Nonresidential Square Footage by Industry (2020)**

Industry	Employment (2020)*	%	Sq. Ft./Emp <sup>^</sup>	Nonres. Sq. Ft. (2020)*
Retail	6,379	28%	427	2,723,833
Office	9,911	44%	337	3,340,007
Industrial	4,004	18%	628	2,514,512
Institutional	2,486	11%	354	880,044
<b>Total</b>	<b>22,780</b>	<b>100%</b>		<b>9,458,396</b>

\* Beaufort County TAZ Transportation Model in TischlerBise Development Impact Fee Study (2020)

<sup>^</sup> *Trip Generation*, Institute of Transportation Engineers (ITE), 10th Edition (2017)

Square feet per employee conversion factors (indicated above) along with weekday trip rates (referenced in Figure 14) per demand unit are shown below in Figure 13.

**Figure 13. 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	37.75	16.11	2.34	427
710	General Office (avg size)	1,000 Sq Ft	9.74	3.28	2.97	337
140	Manufacturing	1,000 Sq Ft	3.93	2.47	1.59	628
610	Institutional/Hospital	1,000 Sq Ft	10.72	3.79	2.83	354

Source: *Trip Generation*, Institute of Transportation Engineers, 10th Edition (2017)



### 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 in *Trip Generation*, 10<sup>th</sup> edition. 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 13 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.

In Figure 14, the Institute for Transportation Engineers' land use code, daily vehicle trip end rate, and trip adjustment factor is listed for each nonresidential land use.

**Figure 14. Town of Hilton Head Island Average Daily Nonresidential Vehicle Trips (2020)**

Industry	Nonres. Sq. Ft. (2020)*	Vehicle Trip Ends per 1,000 Sq. Ft.^	Trip Adj. Factor^	Vehicle Trip Ends (2020)
Retail	2,723,833	37.75	38%	39,073
Office	3,340,007	9.74	50%	16,266
Industrial	2,514,512	3.93	50%	4,941
Institutional	880,044	10.72	50%	4,717
<b>Total</b>	<b>9,458,396</b>			<b>64,997</b>

\* Beaufort County TAZ Transportation Model in TischlerBise Development Impact Fee Study (2020)

^ *Trip Generation*, Institute of Transportation Engineers (ITE), 10th Edition (2017)

## 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:

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, are counted in this category. 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.
  - Examples of respective land use codes in the Institute of Transportation Engineers [Trip Generation Manual](#), 2017: 210

#### Multifamily:

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.
  - Examples of respective land use codes in the Institute of Transportation Engineers [Trip Generation Manual](#), 2017: 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, and entertainment uses. By way of example, *Retail* includes shopping centers, supermarkets, pharmacies, restaurants, bars, nightclubs, automobile dealerships, and movie theaters.

- Examples of respective and related land use codes in the Institute of Transportation Engineers Trip Generation Manual, 2017: 820, 815, 823, 850, 875, 880

**Office/Service:** Establishments providing management, administrative, professional, or business services; By way of example, *Office/Service* includes banks, business offices, headquarter buildings, business parks, and research and development centers.

- Examples of respective and related land use codes in the Institute of Transportation Engineers Trip Generation Manual, 2017: 710, 712, 714, 720, 750, 770

**Industrial:** Establishments primarily engaged in the production, transportation, or storage of goods. By way of example, *Industrial* includes manufacturing plants, distribution warehouses, trucking companies, utility substations, power generation facilities, and telecommunications buildings.

- Examples of respective land use codes in the Institute of Transportation Engineers Trip Generation Manual, 2017: 110, 130, 150, 154, 160, 170

**Institutional:** Establishments providing management, administrative, professional, or business services; By way of example, *Institutional* includes assisted living facilities, nursing homes, hospitals, medical offices, veterinarian clinics, schools, universities, churches, daycare facilities, government buildings, and prisons.

- Examples of respective and related land use codes in the Institute of Transportation Engineers Trip Generation Manual, 2017: 520, 560, 565, 575, 580, 590

**Lodging:** Establishments that provide sleeping accommodations and supporting facilities such as restaurants, cocktail lounges, meeting and banquet rooms or convention facilities, limited recreational facilities (pool, fitness room), and/or other retail and service shops.

- Examples of respective and related land use codes in the Institute of Transportation Engineers Trip Generation Manual, 2017: 310, 311, 312, 320, 330.

## APPENDIX C: COMPARISON LOCALITIES

Below is a list of communities with seasonal population demands and their respective Law Enforcement agency budgets. This is provided for comparison purposes only, at a high level, and is not meant to be exhaustive or reflective of a recommended level of service.

	<b><i>Year Round Population</i></b>	<b><i>FY19 Police Budget (rounded)</i></b>
City of Bluffton, SC	19,000	\$6,600,000
City of Beaufort, SC	13,357	\$4,500,000
Rehoboth Beach, DE	1,520	\$3,700,000
Gulf Shores, AL	12,517	\$6,200,000

*Source: TischlerBise research from publicly available sources.*