

AN UPDATE TO  
"A PRESERVATION PLAN FOR HISTORIC BEAUFORT, SOUTH CAROLINA"

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**Introduction:**

The City of Beaufort, South Carolina has become nationally recognized for its important collection of 18th and 19th century residences, churches, commercial buildings and public buildings. Beaufort was founded between 1710 and 1720 with a charter issued, lots laid out, and settlement undertaken. A town of several hundred residents emerged by the end of the century as local crops such as rice and indigo resulted in the creation of a prosperous planter class who constructed town homes in Beaufort. In the early 1800s the production of long staple cotton made many plantation owners wealthy and Beaufort reflected this period of prosperity in its large homes. By 1860, the town boasted dozens of fine frame, brick and tabby mansions and Beaufort was well known for its handsome appearance.

The importance of Beaufort as a seaport made it a prime target for Union forces during the Civil War and in November of 1861, the town was captured and remained under Union control until the end of the war. While most of the houses were saved, many of the residents lost their fortunes and their homes in the war years. Beaufort was slow to recover its pre-war prosperity and it was not until the 1890s with the development of the phosphate industry that

significant new construction occurred. During the 20th century, the town's growth was slow but steady as numerous military facilities were built nearby which contributed to the local economy. During the 1960s and 1970s the community came to appreciate its historic character and the Historic Beaufort Foundation began its efforts for its promotion and improvement. The historic areas of Beaufort were listed on the National Register of Historic Places in 1969 and as a Landmark Historic District in 1974.

The creation of Beaufort's first preservation plan took place in 1972 following a survey of the community by Russell Wright and Carl Feiss. The survey and preservation plan were sponsored by the Historic Beaufort Foundation with funding also coming from the South Carolina Department of Archives and History. Russell Wright was hired to produce the preservation plan for the community and in 1972 "A Preservation Plan for Historic Beaufort, South Carolina" was published. Continuation of preservation efforts occurred with the creation of Historic District Zoning and a Board of Architectural Review. Additional preservation studies of Beaufort occurred in 1979 with the completion of an Inventory and Repair Guide and Beaufort Preservation Manual by John Milner and Associates. These studies provided rehabilitation standards for individual properties and overall recommendations for the Landmark District.

In the past decade the preservation efforts of the community have been continued through the efforts of the Historic Beaufort Foundation, Beaufort city officials, citizens, and through the activities of the Board of Architectural Review. These preservation efforts have occurred at a time when both the county and city of Beaufort have experienced a period of unprecedented growth. The attractiveness of the community and its proximity to the coast has

resulted in intense growth and development in recent years. The protection of Beaufort's historic resources continues to be a major priority of the community and refinement of its preservation plan is another important step in this process.

### The Russell Wright Plan of 1972

The Russell Wright Plan published in 1972 was an important first step in documenting Beaufort's historic resources and laying the groundwork for its preservation goals and objectives. Wright's plan provides a discussion of the history of the community, overall architectural character, existing land uses, and physical conditions of the Landmark District.

#### Basic Recommendations of the Russell Wright Plan:

- \* The integrity and authenticity of the Landmark District must be preserved and recognized as the prime consideration in any future planning efforts.
- \* New development or construction should be contemporary but compatible with the historic character of the Landmark District.
- \* Rehabilitation and restoration of structures should occur with sensitivity to the property and be in keeping with its historic character.
- \* The boundaries of the National Landmark District are too large to be effectively administered by the (then proposed) Board of Architectural Review. It is recommended that the northwest section of the district be omitted from BOAR control due to the high proportion of buildings with no historical or architectural significance.
- \* All properties of historic or architectural significance should be inventoried, not only those built prior to 1862. A complete list of historic properties should

be completed and made available for use by the City and BOAR.

\* The street grid pattern should not be violated. No additional streets should be added or other major physical changes made to the grid patterns alignment.

\* The minimum lot size for the Point should promote the continuation of single family, low density residential use. There should be no apartment uses permitted in this area.

\* The Central Business District area should be limited to Craven on the north, Carteret on the east and Newcastle on the west. This area corresponds to the CC and part of the OC existing zones.

\* The Carteret commercial area should not extend beyond the rear lot lines of properties facing Carteret.

\* The Boundary Street commercial area should be controlled as to parking and appearance and should not be allowed to expand below the lots fronting on Boundary Street.

\* Bay Street should not be closed to traffic and the use of one-way streets in the commercial area is preferable to closure.

\* The City or Historic Beaufort Foundation should establish a Revolving Fund for the purchase and resale of endangered properties. Such a fund could be used to acquire property which is important to the character of the district and which may not be preserved otherwise.

\* Create a Private Development Corporation or other entity to provide rehabilitation loans to property owners.

\* Establish a Bay Street Association for the improvement of the downtown commercial area.

\* The Historic Beaufort Foundation should establish a markers program to recognize significant properties in Beaufort.

\* A public information program should be initiated either by a private group or

by an agency of the city.

Many of the recommendations of the Wright study have been adopted either officially or unofficially by the city and the Historic Beaufort Foundation while others have not yet been addressed. An update of the Preservation Plan was commissioned in 1989 by the city to re-examine the Beaufort Landmark Historic District and make recommendations as to future preservation goals and objectives. The scope of work for this study includes:

- \* An architectural analysis of the Beaufort Historic Landmark District and adjacent areas.
- \* Analysis of the need to amend Landmark District boundaries.
- \* Analysis of land uses within the Landmark District.
- \* Jurisdiction of the Board of Architectural Review.
- \* An examination of the "Beaufort Preservation Manual".
- \* Applicability of Zoning Overlays - Historic District Zoning and Neighborhood Conservation Zoning.
- \* The Certified Local Government Program and Beaufort.
- \* Public relations and awareness.
- \* Interaction among government officials, organizations and citizens.
- \* Post disaster recovery in the Landmark Historic District.

The overall purpose of this update is to assess the present condition, quality and administrative process of the Beaufort Landmark Historic District and how the district can be enhanced in the future. It is intended to provide goals and objectives for city officials, the Historic Beaufort Foundation, the Board of Architectural Review, and district citizens.

## Beaufort Landmark Historic District: Physical Analysis

### 1.1: Architectural Analysis of the National Historic Landmark District and Adjacent Areas.

#### Overview

The City of Beaufort, South Carolina contains an impressive collection of 18th, 19th and early 20th century architecture within its historic residential and commercial areas. This architecture has been the subject of two major studies in 1969 and in 1979.

The first study was prepared by consultants Carl Feiss and Russell Wright in 1968-1969 and was entitled Historic Beaufort, South Carolina, A Report on the Inventory of Historic Buildings 1968-1969 to the Historic Beaufort Foundation. Methodology in the preparation of this report included driving each street within the city limits and mapping each building, structure, or site thought to possess architectural, historic or visual significance. Survey cards and photographs for approximately 200 buildings were compiled by members of the Historic Beaufort Foundation and reviewed by the consultants. Finally, 164 properties of architectural significance were listed and recorded into the categories of outstanding, excellent, notable, or worthy of mention. This information and a discussion of the overall historic and architectural characteristics of Beaufort were included in A Preservation Plan for Historic Beaufort, South Carolina, prepared in 1972 by Russell Wright for the City of Beaufort and the South Carolina Department of Archives and History.

The second major study was prepared by John Milner and Associates in 1979 and the final products consisted of The Beaufort Preservation Manual and multi-volume Inventory and Repair Guide. Both final products relied upon the survey data previously prepared by Feiss and Wright for the discussions of the historic architecture of the city. The manual included two chapters which outlined the overall building types and characteristics found in Beaufort but the emphasis on the publication was to provide homeowners with a document on proper home repair and maintenance. The Inventory and Repair Guide addressed these issues in even greater detail with recommended notations for repair on all inventoried building's major facades.

No properties were inventoried in either study within the city limits outside of the National Landmark Historic District boundaries. Both studies concentrated their efforts on the historic structures east of Hamer Street, and south of Boundary Street. Outside of the Landmark District boundaries, however, are many pre-1940 structures and buildings which meet South Carolina Archives and History Survey criteria.

A reconnaissance survey conducted by Thomason and Associates in 1988 identified approximately seventy-five to one hundred structures which meet state survey standards. The majority of these are located in three areas: in the Pigeon Point section; the area bounded by Bay, Hamer, and Boundary Streets and Ribaut Road; and several blocks along Ribaut Road from Boundary Street to Hermitage Road. With only several exceptions, these properties are Colonial Revival, Bungalow or Craftsman influenced residences constructed between ca. 1900 and ca. 1940. Within the Landmark Historic District there are also numerous residences from the late 19th and early 20th century which were not

previously inventoried due to their age and/or commonality of design. In addition to these residences there are at least two pre-1940 industrial buildings located along the Charleston and Western Carolina Railroad.

## Recommendations

All pre-1940 buildings and structures within the city limits of Beaufort should be surveyed in accordance with guidelines set forth by the South Carolina Department of Archives and History. Within the Landmark Historic District this survey will complete the documentation of late 19th and early 20th century buildings which were not inventoried in previous studies. In areas outside of the Landmark District boundaries, the survey data will reveal information on the growth and development of the community from the late 19th into the early 20th century. The character of residential and commercial development from this period, occupants and other historical data would be anticipated results. Such information can then be utilized for future planning efforts within these areas. Funding for historic surveys are routinely provided by the South Carolina Department of Archives and History on a matching fund basis with local communities. The required effort to complete inventory work in Beaufort is estimated to cost between \$6,000 to \$7,000. This figure is based upon the number of properties to be inventoried and typical consultant fees for such work.

### 1.2. Landmark Historic District Status and Need to Amend Boundary

#### Overview

The Landmark Historic District in Beaufort was officially listed as a National Historic Landmark and on the National Register of Historic Places in December of 1969. The boundaries selected for the Landmark District are: on the east and south by the Beaufort River; on the north by the Beaufort River and Boundary Street; and on the west by Hamar and Bladen Streets. This boundary includes approximately 133 blocks of the city containing residences, commercial buildings, public buildings and other structures.

### Issues

The boundary delineation and justification for such a large area is not clear in the National Register Nomination or Wright Plan. The nomination prepared in 1969 contains little information on the selection of boundaries except to state that they were drawn to follow the "original town boundaries". The 1968-69, Feiss and Russell study discusses conducting a windshield survey of the city and recommended that their study area should include the area bounded by Hamer, Prince, Bladen, Boundary Streets and the Beaufort River but no specific recommendations were made for National Register boundaries. The preservation plan prepared in 1972 by Wright stated that the area included in the nomination contained a "high proportion of buildings of no architectural or historic significance". The establishment of the area as a National Historic Landmark in 1972 based its boundaries on those described in the National Register Nomination.

Many nominations written between 1966 and the early 1970s contain information which is no longer considered adequate by the National Register. A particular problem has been the establishment of definitive boundaries for a historic area

based upon the number of contributing versus non-contributing buildings. The ratio of contributing and non-contributing buildings is a vital element in historic district criteria and boundary selection. In 1986, the S.C. Department of Archives and History amended the nomination to extend the period of significance for the district to 1935. However, no examination or revision of the original nomination's boundaries took place.

In 1988, Thomason and Associates conducted an analysis of the Landmark Historic District to ascertain the location of contributing and non-contributing buildings in the district. The purpose of this analysis was to determine if any sections of the district do not possess or have lost their architectural and historic integrity.

The area known as the "Point" located to the east of Carteret Street contains approximately a two-to-one ratio, or 67%, of contributing to non-contributing buildings. Within the HR residential zone are 155 major structures of which 104 would be considered contributing to the district. Outside of the Point area but within the boundary of the city-enforced sector this two-to-one ratio continues to remain constant with approximately 271 structures located within this area of which 182 would be considered contributing.

To the west and north of the boundary of the city-enforced sector the character of the Landmark District changes significantly. From the city-enforced boundary north and west to Hamer and Boundary Streets the majority of properties would be considered non-contributing to the district. Less than 40% of the buildings in this area were built prior to 1940 and retain their original architectural character. Dozens of buildings were constructed in this

area after 1940 and additions and alterations to pre-1940 properties have also been numerous. Only five blocks adjacent to the city-enforced boundary have a greater than 50% ratio of contributing to non-contributing buildings.

### Recommendations

The present boundary for the Beaufort Landmark Historic District should be clearly justified in accordance with established National Register procedures. City officials and members of the Historic Beaufort Foundation should consult with the staff of the National Register program at the South Carolina Department of Archives and History to amend the nomination's boundary justification. The northwest section of the Landmark District is important in the history of Beaufort and is of significance to the community. The area contains a valuable collection of Folk Victorian architecture and is also important in the history of the town's black community. However, this significance has never been stated in the nomination or previous preservation studies. An amendment to the nomination to document this significance is necessary in light of the many vacant lots, altered structures and modern buildings which are to be found in this section of the district.

The primary reason for this revision is to make the Landmark District in accordance with National Register and Landmark District boundary criteria. The present Landmark District boundary has never been fully described or justified in compliance with National Register guidelines. The 1972 Wright Plan did not address this issue or make any recommendations for explanations or justification of the boundary. Such a revision will provide the necessary language required for National Park Service regulations and provide the city with a strengthened

legal basis for BOAR operation and review.

### Concentrations of Pre-1940 Architecture

During the survey during 1988, an assessment was made of all pre-1940 properties and their location. All streets in Beaufort were driven and the location of pre-1940 structures were assessed. No concentration of pre-1940 structures were noted outside of the existing Landmark Historic District boundaries. The majority of pre-1940 buildings identified were located in the area between Hamer and Boundary Streets, in the Pigeon Point section and along Ribaut Road. These residences are interspersed among post-1940 buildings and no significant collection or concentration of early 20th century residences were located.

### 1.3. Analysis of Land Uses Within the Historic District

#### Overview

The area which presently encompasses the Beaufort Landmark District has a variety of zoning overlays. Found within the boundary of the Landmark District are the following zoning patterns:

- HR/ Historic Residential: This area encompasses the majority of the "Point" and is located east of Carteret and New Streets. It is to be reserved for "low density residential purposes, compatible with the recognition of the Point area as a part of the Historic District included in the National Register of Historic Places".
- CP/ Conservation Preservation District: The Conservation Preservation District protects marshlands and open space along the Beaufort River and includes the tidal pool between Federal and King Streets in the Point. It also includes a four block area in the center of the Landmark District which encompasses St. Helena's Church and an adjacent park. The intent of the district is to preserve and/or control development within certain land, marsh, and/or water areas of the City of Beaufort which serve as homes for wildlife, possess natural beauty, are used for recreation, and provide needed open space.
- GR/ General Residential: General Residential allows for medium-to-high density zoning purposes and generally restricts office or commercial development. The majority of the Landmark District area north of Duke Street is zoned GR as is a seven block area along Bay Street and North Street west of

the downtown commercial and office area.

- CC/ Core Commercial: The downtown area of Bay Street and Port Republic Street between Carteret and Charles Street is largely zoned for commercial use. The intent of the district is to be reserved for general business purposes.

- GC/ General Commercial: A second area of commercial use is located just to the north of Craven Street and is bounded on the east by Carteret Street and on the west by Charles and West Streets. The district extends north to Prince Street and is also intended to be developed and reserved for general business use.

- NC/ Neighborhood Commercial: Two small sections of Neighborhood Commercial zoning are located along Church and Charles Streets. The intent of this district is to be developed and reserved for local or neighborhood oriented business purposes.

- HC/ Highway Commercial: A Highway Commercial zone is located along Boundary Street between Monson and Carteret Streets. The district is designed to be compatible for general business purposes and with "particular consideration for the automobile-oriented commercial development existing or proposed along the City's roadways.

- OC/ Office Commercial: Blocks adjacent to Prince Street from Bladen to Carteret Street are zoned for Office Commercial use. The intent of this district is to develop and reserve land for business office, institutional, specified public, semi-public and residential purposes. The district is to be a "quiet, compatible,

and uncongested environment for office type business of professional firms intermingled with dwellings and certain public and semi-public uses..."

### Issues

An analysis of the present zoning regulations, actions of the Board of Zoning Appeals and citizen perceptions of appropriate uses in the Landmark District have revealed several areas of contention needing resolution. The major problems with the present zoning noted in the Landmark District are:

1. Density in the residential areas.
2. Conversion of residential use to commercial or office use.
3. Expansion of the University of South Carolina at Beaufort.
4. Appropriate uses in the Neighborhood Conservation District.
5. Large scale or high density construction in the Core Commercial District.

1. Density in the historic residential areas is a concern to many residents who wish to maintain the present lot coverage of the historic houses and outbuildings in the Landmark District. The preservation of the Point area's large open lot arrangement is of particular interest. The HR zoned area includes only the Point as defined under section 514.1 (b) of the Zoning Ordinance.

Lot sizes in the HR area vary widely with the smallest lots averaging around 3,600 square feet while the largest encompass almost an acre at 40,000 square feet. Existing regulations allow for the construction of townhouses or condominiums on lots as long as they meet minimum requirements for setbacks from adjacent buildings and street right-of-ways, and have required yard and

height regulations. Under these regulations a property owner of a large lot in the HR area could construct additional townhouses or condominiums on his or her property. For example, a lot which measures 100' by 200' in the HR area has 20,000 square feet of lot size. If the lot has an existing historic building of 2,500 square feet located off center in the lot it is possible to construct an additional three unit townhouses or condominiums which would meet all other requirements. Within the HR zoned district approximately fourteen lots would allow this level of increased density while many other lots would allow the construction of an additional one or two units.

At present within the HR zoned district are approximately 155 single or multi-family dwellings on all or parts of 33 blocks. This averages to approximately 4.5 dwellings per block. The potential for increasing each block's density by two to three townhouse or condominium units would greatly change the present appearance of the HR zoned district. Under existing zoning it is possible that an additional 50 to 75 townhouse or condominium dwellings could be constructed which would increase the existing residential density by an additional thirty to fifty percent.

If such as increase in residential units did occur at some point in the future in the existing HR zoned area it may result in a de-listing of the Beaufort Landmark District from the National Register. At present of the approximately 155 primary buildings in the HR zoned area, 104 or 67% are contributing to the historic district while 51 are non-contributing. An increase of an additional 50 non-contributing buildings in the area would result in only a 50% contributing versus non-contributing ratio. Districts are generally not listed with this ratio of contributing versus non-contributing buildings and districts which have had

numerous additions or losses of historic buildings resulting in this ratio have been removed from the National Register.

Another density issue is the permitted use of three-family dwellings under Section 514.2 of the ordinance in the HR district. The majority of properties in the HR district are single family with some structures subdivided for apartments. The size and floor plans of pre-1940 properties in the district can be conducive for conversion to Two-Family dwellings or duplexes. However, with conversion to Three-Family dwellings the result could be alterations to historic structures which are not in keeping with their original character. Such alterations could include the introduction of fire escapes for second story apartments, adding new entrances and other major changes.

## 2. Conversion of residential use to commercial or office use.

Residential properties have been converted to commercial use on many streets in the OC and GC zoned areas especially along Carteret, King and Prince Streets. These conversions are viewed with mixed opinions by property owners. The demand for commercial or office space along Carteret and adjacent streets to the west is significant and the re-use of existing historic structures is one way to meet this demand. Renovation into commercial or office space over the past several years has come under the review process by the BOAR and most of the conversions in these years have been sensitive to the preserving the original character of the building. However, some property owners object to the "creeping commercialization" of the residential area and fear degradation of the residential character of many of the area's blocks.

In the GR district north of Duke Street the pressure for commercial or office conversion has increased in recent years. Present zoning restricts non-residential use in this area but it is expected that there will be increasing requests for zoning variances in this area. In the GC (General Commercial) and OC (Office Commercial) areas south of Prince Street and west of Carteret Street is a wide variety of uses which occupy original historic residences. On almost every block is some type of post-1940 commercial or office building or an historic residence now used for non-residential purposes.

It is recommended that zoning changes for office and commercial use in the HR and GR zones be denied in the future. The present OC and CC zones are already large enough to accommodate additional office or commercial use and any further expansion of these zones would have a detrimental effect on the residential character of the district. Additional areas along Charles and Bladen Streets have been designated NC or Neighborhood Commercial zones which can also absorb certain types of office or commercial use. The adherence to these zoning regulations is the primary method to prevent continued encroachment on the residential areas.

In some states the economic pressures on historic residential properties for conversion to commercial or office use has been alleviated through the use of tax abatements, exemptions, current-use assessments and other incentive techniques. Property tax increases or assessments based on highest and best use are not applied for residential property owners through the use of abatements and other tax incentives. The results are often the stabilization of residential use in an area zoned for commercial or office space. Such legislation, however, does not exist in South Carolina at present and there are no provisions for tax

relief for historic residential properties.

### 3. Expansion of the University of South Carolina at Beaufort.

The University of South Carolina at Beaufort occupies a campus which is presently bounded by Carteret Street on the west, Duke Street on the south, New Street on the east, and residential lot lines on the north. In addition to these two blocks the school owns additional lots on adjacent streets. The school has expressed a desire to remain in the historic area of Beaufort, however, expansion of the campus is anticipated in coming years. Residential property owners who live next to the campus have also expressed concerns over increasing traffic, parking congestion and conversion of historic residential buildings to educational use. Expansion by the University is anticipated to occur primarily to the west of Carteret Street to West Street. Within this area are numerous historic buildings, post-1940 structures and vacant lots.

### 4. Appropriate uses in the Neighborhood Commercial area.

With the exception of Carteret Street, the major north/south corridors into the downtown area are Bladen, and Charles Streets. Both of these streets have some areas of commercial use which are interspersed within a primarily residential area. The definition of NC zoning is to allow for local or neighborhood oriented business purposes such as grocery stores, drug stores, and other businesses compatible with the adjacent neighborhoods. The intent also clearly states the need to avoid the development of "strip" businesses in these neighborhood areas.

Only twelve lots are presently zoned NC in the Landmark District and there have been efforts by property owners to receive zoning changes to expand the NC area. This expansion has not been welcomed by neighborhood residents who fear the replacement of pre-1940 structures with modern commercial buildings. However, with the increasing demands for office or commercial use along these corridors some revisions of the NC zoning regulations may be appropriate.

#### 5. High density construction in the core commercial district.

Since the early 1980s there have been at least two major attempts to construct large scale buildings in the core commercial area between Bay Street and the waterfront. Both projects have gone through the review process of the BOAR and during the review concerns were expressed about the design of these buildings particularly massing, scale and height requirements. Although neither project was constructed the question of appropriate height and scale in the CC district is important for the future appearance of the Landmark District.

#### Recommendations

\* The seven block area along Bay Street and North Street which is presently zoned GR should be changed to HR zoning. These blocks contain highly significant residential architecture and should be placed on an equal footing with the HR zoning of the Point area of the district.

\* The present HR zoning should be amended to eliminate Sections 514.3(b) and 514.3 (c) which permits the construction of two and three-unit townhouses and condominiums. These should be replaced with the following section:

b) One detached single family dwelling may be allowed at the rear of an existing building whose square footage shall total no more than 50% of the primary dwelling. In no instance shall this detached dwelling total more than 1,000 square feet. Beyond dwellings of this size and scale no additional residential buildings shall be permitted on developed HR zoned lots.

\* Areas which are presently zoned GR or HR should remain under this zoning category and no variances for commercial or office use should be allowed. However, the present GR areas and NC areas in the Charles Street corridor should remain and be expanded (see map). In addition an NC zone should also be established along Bladen Street between the HC zone along Boundary Street and the OC zone along Prince Street. Many of the original residences along Bladen have been replaced with commercial buildings or converted into commercial use. Under the proposed Mixed Use Preservation Corridor (MUPC) Zone guidelines the existing pre-1940 residences would be protected under the Neighborhood Conservation Zoning Overlay guidelines.

\* A new zoning category to be known as Mixed Use Educational District (MUED) should be added to the zoning ordinance. This zone shall encompass blocks 30, 31, 32 and part of 33 and blocks 41, 42, 43 which are along either side of Carteret Street. Blocks 31, 32, and part of 33 are presently occupied and/or owned by the University of South Carolina at Beaufort. The school has also purchased other lots on the west side of Carteret for future expansion. It is desirable that the University remain in the Landmark District, however, the residential character of the area should be preserved and protected.

The MUED zone should have the following requirements:

- Public and private Universities.
- Public and private colleges.
- Public and private vocational, business, and trade schools.
- Single-family residential dwelling units.
- Two-family residential dwelling units.
- Business involving the rendering of a personal service, specifically including: medical, dental, chiropractic, or medically oriented office, clinic, and/or laboratory; office building and office for governmental, insitutional, business professional, or general purposes, but not including any storage, sale, rental, or servicing of goods in or on the premises; school offering instruction in art, music, dancing, drama, or similar activity.
- Church.

Additional requirements such as landscaping, lot sizes, and other factors are descibed more fully in Article VIII of the Zoning Ordinance.

\* The present height restrictions of 50' in the Core Commercial (CC) zoned area should be clarified and remain in effect. This height limit is desireable for the historic downtown area of Beaufort and no variances should be allowed. Setback and sky plane exposure issues shall continue to be addressed by the BOAR on a case by case basis. For further discussions of this issue see the applicable section of the Zoning Ordinance.

## Beaufort Landmark Historic District: Administration

### 2.1: Jurisdiction of the Board of Architectural Review

#### Overview

The jurisdiction of the Board of Architectural Review is set forth in Article VIII of the Official Zoning Ordinance for the City of Beaufort. Sections 800 through 803 discuss the purpose, area and types of actions which come under the review powers of the BOAR. The Board has been actively reviewing Certificates of Appropriateness and approving or disapproving matters brought before throughout the 1980s.

The jurisdiction of the BOAR is similar to that of hundreds of other historic preservation commissions across the country. Within the defined boundaries of the Landmark District, the BOAR is required to approve or disapprove any new construction, demolition, alterations and changes to existing historic structures, and streetscape features. Property owners within the Landmark District are required to obtain a Certificate of Appropriateness from the BOAR prior to the initiation of any project. Applicants appear before the BOAR and submit information concerning desired work and submit drawings or other visual materials to enable the BOAR to fully understand the anticipated scope of work. BOAR members may then approve the project and issue the Certificate of Appropriateness, approve the project with conditions, or disapprove the project. Each member of the five member Board casts a vote and majority rule prevails.

The BOAR is composed of four citizens appointed by City Council who serve

along with a fifth member, the acting president of the Historic Beaufort Foundation. All members serve without recompense and meet at least monthly and in some cases bi-monthly to discharge their duties. The BOAR has no formal staff although the ordinance calls for a secretary to provide assistance. This secretary may be "a City Officer, and employee of the City or the Board, or a member of the Board of Architectural Review". Presently the members of the BOAR and the staff of the City Planning Office deal with the day to day paperwork required by the Board and its operation.

### Issues

Beaufort's Board of Architectural Review has operated since its creation with a number of limitations. The most important of these is a lack of comprehensive design review guidelines, lack of staff or assistant, and no training manual or compilation of materials to assist Board members. These are problems which need to be rectified to streamline the application and review process for Board members and residents of the Landmark District.

The present ordinance cites only the "Beaufort Preservation Manual" as the BOAR's source for design review guidelines. Upon completion in 1979, the "Beaufort Preservation Manual" was considered one of the best manuals available for building repair and renovation. The manual also discussed various aspects of design review and guidelines for Beaufort properties. The manual continues to be highly regarded for its repair and renovation guidelines but it does not effectively serve as a comprehensive design guideline document (see Section 2.2). Guidelines on storefront renovation, additions to historic buildings, accessory building construction and many other issues are not addressed in the

manual and many other concerns in design review are not covered as comprehensively or clearly as is necessary for use by the BOAR. Accessibility to the manual is also a problem and many of the residents in the Landmark District are not aware of its availability or its contents.

The lack of comprehensive design review guidelines has resulted in some negative perceptions of the Board's actions in recent years. Without expressed do's and don't's for residents to follow this has led to the perception that the decisions of the BOAR are arbitrary and reflect personal taste. Some residents have expressed fears of coming before the Board and have not had sufficient information to guide them as to appropriate changes and designs in the Landmark District and what to expect of the BOAR.

A second major problem is the lack of a staff or liaison person who assists the Board and provides information and guidance to district residents. In many historic communities there is a staff person whose primary responsibility is to assist with the day to day administration of historic preservation commissions and provides information and guidance to residents. The presence of such a staff member often greatly streamlines the Certificate of Appropriateness process. By having professional advice and guidance early on, residents can then present appropriate plans before the BOAR and reduce the time needed for approval. The BOAR benefits from the reduction in their time and responsibilities in the review process. The overall results of a professional staff person is to streamline the review and application procedures and save residents time and money.

The need for such a staff person is inferred throughout the ordinance and the

BOAR Operating Policies and Procedures guidelines, Article VIII. In Section 805 there is mentioned the need for a "secretary" although the exact duties of this person are not clear. In the BOAR's Operating Policies and Procedures is an extensive discussion of the duties and of a "Coordinator" who shall be a city employee appointed to assist the BOAR. An "Architectural Advisor" is also called for by the BOAR to review application materials and work with the "Coordinator" during the BOAR review. All of the duties and responsibilities of these staff persons could be served by a Preservation Specialist hired by the city. Such a person could assume the duties and requirements for BOAR review which are detailed in the Ordinance and BOAR operating procedures.

A professional staff person can also bring to the BOAR needed expertise on proper restoration and preservation procedures. Few appointed BOAR members have degrees or special training in historic preservation or architectural history. It is important that BOAR members be educated as much as is practical on acceptable renovation and restoration activities. Even with the availability of a professional staff person it is still recommended that the BOAR attend workshops, subscribe to preservation periodicals and create a small library of information for use by the BOAR and citizens. Many excellent publications have been issued in recent years which deal with typical design review questions and restoration procedures. Accessibility to such information would be of great benefit to the operation of the BOAR.

#### Recommendations

\* Publication of Design Review Guidelines as either a separate document or as an addendum to the Milner Manual.

The City of Beaufort should apply to the South Carolina Department of Archives and History for a matching grant to fund the publication of a document of Design Review Guidelines for use by the BOAR. Design guideline publications have been prepared for several South Carolina communities and have proven to assist the review and administration of historic preservation commissions. It is recommended that a minimum of fifty copies be printed for use by the BOAR, city officials, and Landmark District residents. It is also recommended that a brochure or pamphlet containing a condensed version of the guidelines be printed and distributed free of charge to every property owner in the Landmark District. Such action would result in a greater understanding of proper restoration procedures and the review process of the BOAR. The anticipated cost of such a project would range from \$8,000 to \$20,000 depending upon final print quality, extensiveness of graphics, etc. Matching grants for these projects are generally a 50/50 share between the city and state.

\* Creation of a city staff position for promotion of the Landmark District.

To facilitate the operation and administration of the BOAR and act as a liason with district residents, it is recommended that a professional with architectural history or historic preservation background be added to the city staff. This staff person could have additional responsibilities such as tourism promotion and economic development assistance but the primary job description should be that as a professional preservationist for the community. This position would have the responsibilities of providing information and workshops for Landmark District residents, be on call for assistance when required by property owners,

provide guidance and recommendations to the BOAR, handle the application process, be responsible for administration and recordkeeping, and also be responsible for assisting the Building Inspector in inspection and enforcement matters. Typical salaries for such Historic Preservation Officer positions range from \$25,000 per year to \$35,000 per year.

Beaufort County has recently prepared a draft of zoning regulations which call for the creation of a county Historic Preservation Commission. The administration and procedures of such a county BOAR would also benefit from having a professional preservationist available. It is recommended that the city and county investigate the possibility of joint funding of a Historic Preservation Officer whose duties would serve both the city and county.

\* Creation of a Library of Resource Materials.

To provide guidance and information on historic preservation issues it is recommended that the city fund a library of resource materials for use by the BOAR and Landmark District residents. Such a library would include periodicals such as the "Preservation Law Reporter", "Old House Journal", "Traditional Building", and other relevant periodicals. Also recommended are publications of the National Trust and a number of other source books which deal with preservation commission operation and design guidelines. An amount of \$250 per year would serve to start the library and expand it annually.

## 2.2: An Examination of the "Beaufort Preservation Manual"

### Overview:

The "Beaufort Preservation Manual" was printed in 1979 by the City of Beaufort with assistance from the South Carolina Department of Archives and History and several federal agencies. The manual was prepared by John Milner and Associates, an architectural and planning firm from West Chester, Pennsylvania. The intent of the manual as stated by the author is to "provide a guide to sympathetic maintenance and preservation of the man-made elements in the Beaufort Landmark Historic District". The introductory section goes on to explain that the manual discusses specific repair problems, and appropriate stabilization and preservation techniques. The 159 page manual contains extensive information regarding building types, suggested repair and guidelines for historic structures, recommendations for new construction, and suggestions for landscaping and public improvements.

The original preservation ordinance for Beaufort's Board of Architectural Review cites the manual as providing the basis for "Guidance Standards, Maintenance of Consistent Policies". The manual is the only reference source mentioned in the ordinance to be utilized by the BOAR in the exercise of its authority. The manual, therefore, is presently the official source of guidance for preservation design review guidelines for the BOAR.

Since its adoption, the "Beaufort Preservation Manual" has become a nationally

recognized source for repair and maintenance standards. However, concerns have been raised by BOAR members, city officials and residents as to its appropriateness as the primary source for the city's design review guidelines. Historic preservation commissions such as the BOAR function best when they utilize guidelines which are clear and distinct and based on the Secretary of the Interior Standard's for Rehabilitation. Design review guidelines must be flexible yet there are also minimal standards which must be followed. In this light does the "Beaufort Preservation Manual" provide the guidance necessary for use by the BOAR and if not what are the appropriate alternatives?

### Analysis:

**Chapters One and Two:** The first two chapters of the "Beaufort Preservation Manual" contain valuable information concerning the historical and architectural development of the community. These chapters are important in understanding the type of architectural styles, building materials and landscape features which make up the historic area of Beaufort. As such they provide a good basis from which design review guidelines for the community can be based.

**Chapter Three** The third chapter deals with new construction and signage and is one of the most important chapters outlining recommended design review guidelines. Areas such as the Beaufort Landmark Historic District are not meant to be museums and must accommodate new construction where appropriate. Acceptable infill or new construction should be compatible with an historic area yet be contemporary in appearance. New construction should also be tailored to its specific site and take into consideration adjacent structures and streetscapes.

The manual's discussion of new construction provides important guidelines for both the residential and commercial areas. The first section deals primarily with residential construction and discusses issues such as scale, absolute size, massing, orientation, proportion, materials, form and siting. The drawings which illustrate these principles are good and suggest appropriate heights, size, roof forms and other aspects of new construction guidelines. The major problem with these recommendations is how they interact with the present zoning regulations. The present zoning regulations for the city were written in the early 1970s and regulations dealing with height, setback, orientation and other aspects of new construction are clearly stated or outlined in the manual. For example, in the R-12 One Family Residential District the minimum setback from the street is 35' while the maximum building height is also 35'. Similar minimum and maximum requirements are found in the commercial zones but these zoning details are not explained in the manual. Zoning regulations and requirements should be incorporated into the new construction guidelines and where these requirements may be incompatible with the historic area they should be amended.

The usefulness of the section on new construction was reinforced during past review of the Beaufort Riverfront Inn at 926 and 930 Bay Street and Habersham Place at 802-803 Bay Street. These projects involving high density construction along Bay Street and the waterfront and both reviews of the BOAR referred to the manual's guidelines for new construction. Various recommendations were made by the BOAR using the guidelines and a series of design changes based upon these guidelines were made by the project architects. Although neither building was constructed, the guidelines for new construction were of benefit to the BOAR in making their recommendations.

New construction in historic areas continues to be a major concern for boards of architectural review. Fortunately, architects and builders are becoming more adept at designing compatible buildings for historic areas and examples of good infill construction are found in many communities. It is often helpful to have designs and plans appropriate for a particular district available for review by those planning new buildings. Residents and the BOAR may benefit from sponsoring a design competition for new construction in the Landmark District. Such a competition could be held among students from the Clemson University College of Architecture, College of Charleston, the Savannah College of Art and Design, and other schools. Winning entries can then be kept on file as a design resource for the community. Information on new construction in historic districts should also be requested from the National Trust and S.C. Department of Archives and History for use by the BOAR and applicants.

An important area not covered in the new construction section is new construction or additions to existing buildings. This issue has been of great concern to residents of the district and the BOAR has had to review several projects of this type with no guidance available from the manual. Basic standards for new construction should be adopted by the BOAR (see recommendations) and an expansion of design review guidelines in this area is needed.

The section on signage provides the community with a number of basic recommendations for exterior signs. Recommendations for sign placement, size, style, materials, and lighting are outlined in the manual and give a good general overview of sign issues in historic areas. More detailed guidelines for signs has

continued to be a concern for downtown area merchants and the BOAR. To enhance the manual's guidelines the city sponsored a project team under the state's "Pride in Place" grant program in 1988. The purpose of this grant was to expand the signage guidelines and provide for more specific recommendations for use by the BOAR. A draft of this report is presently being revised and a second "Pride in Place" grant is anticipated which will emphasize sign graphics for use by merchants and the BOAR.

**Chapter Four:** The section on bricks and chimneys is primarily aimed at the proper repair and maintenance of masonry and masonry structures. Specific design review guidelines include:

- Do not replace brick with new brick that is substantially stronger than the existing brick.
- Moss and vegetation that is invading the joints of a wall should be removed.
- No brick area should be cleaned until the area has been repointed.
- Appropriate cleaning methods such as detergents and chemicals are described.
- Sandblasting is clearly prohibited on all exterior masonry.
- Masonry sealers should not be used.
- Chimney repair and appropriate chimney caps are illustrated.

This chapter adequately deals with most guidelines issues concerning brick and chimney preservation and repair. Emphasis should be made on the importance to preserve original upper facade detailing on brick residences and commercial buildings.

**Chapter Five:** The recommendations for the repair and maintenance of stucco, tabby and concrete are well stated. No expansion of this section appears needed

for use by the BOAR.

**Chapter Six:** This chapter deals with the preservation of wood and wooden elements of buildings. Its primary emphasis is on pest control and prevention of moisture infiltration. No expansion of this section appears needed for use by the BOAR.

**Chapter Seven:** The section on porch repairs offers practical information on the maintenance and repair of wooden porch elements such as railings, columns, and flooring. While maintenance and repair are the primary components of this chapter, good guidelines are also included. These include:

- Illustration of appropriate lattice designs for beneath porches.
- Good recommendations for masking concrete infill in porch foundations.
- Good discussion of inappropriate infill treatments beneath porches such as chain link fencing, plywood, and corrugated metal or fiberglass.
- Has recommendations for fascia board preservation.
- Recommends the replacement of added brick steps with wooden steps. The manual also states that this may not be practical and if new brick steps are desired they should match the color and texture of the existing brick piers.
- Concrete masonry steps should not be allowed. Existing concrete stairs should be removed and replaced with new wood stairs.
- The section on screen porch enclosures is good as are recommendations for porch hardware.

Additional guidelines that should be included in a discussion on porches include:

- When and how porches may be enclosed with glass or wood framing.
- Wooden columns should also be repaired or replaced with wood columns or

matching materials and design. The existing guidelines infer but do not detail why metal columns or other materials are inappropriate for historic porches. Fluted aluminum columns in particular are never a satisfactory substitute for original wooden columns.

**Chapter Eight:** Doors, windows, and shutters are fundamental elements of a house and strict guidelines are necessary for use by the BOAR. The information presented in this chapter touches on guidelines but the majority of text deals with repair of original elements. Short paragraphs and some drawings deal with inappropriate doors and windows and appropriate screen doors. These guidelines are not comprehensive enough to serve the BOAR. Future guidelines should include, but not be limited to, the following guideline issues:

- All historic doors should be retained and repaired with matching materials.
- Transoms and sidelights should not be enclosed.
- Installation of modern flush doors is not recommended on major facades.
- Modern door replacement may be appropriate at rear facades in some cases.
- Screen doors should match the rail and stile design on the original door and be simple with little or no decorative detailing.
- Existing historic windows should be retained and repaired where needed.
- Appropriate dormer window additions and skylights on side and rear facades.
- Modern metal windows of differing types of vertical or horizontal arrangements should not be installed.
- Window alterations on rear facades may be acceptable in some cases.
- Windows should never be shortened or enclosed with wood.
- Window glass replacement should be clear and new tinted glass should not be allowed.
- Existing wood shutters should be retained and repaired with matching

materials.

- Metal or vinyl shutters should not be applied to a house.
- Added wood shutters should be proportional to the window opening and cover the window if closed.
- Both louvered and paneled shutters are appropriate for Beaufort residences.
- Recommendations for paint colors for shutters.

**Chapter Nine:** The siding and trim section deals primarily with maintenance and repair and the text dealing with these issues is good. However, there are two areas of this chapter which cause concern as guidelines: the use of aluminum, vinyl or asbestos siding; and the amount of exterior siding replacement which is acceptable.

The manual states that the use of aluminum, vinyl, or asbestos siding should be discouraged but not prohibited. Since the manual was printed in 1979, the majority of historic preservation commissions across the country have placed an outright ban on these materials. The reasons for this ban are the limited lifespan of these materials, potential for deterioration of the wood fabric beneath the applied siding, increased vulnerability to the house in case of a fire, and aesthetic issues. From the minutes of Beaufort's BOAR it appears that most requests for artificial sidings have been denied. However, the guidelines must clearly state that such siding materials are inappropriate and will not be allowed.

Another concern is the lack of guidelines for the amount or extent of wood siding replacement which is allowable. Although repair of deteriorated siding is urged, replacement with matching materials is also allowed. This has led to the

wholesale removal of 50% to 75% of a building's original exterior siding and replacement with matching but obviously new wood siding. The loss of such a large amount of original siding has a negative effect on an historic properties appearance and should not be allowed. Guidelines for the BOAR must emphasize that original siding must be retained except in situations of extreme deterioration and in no case should replacement exceed more than 10% or 20% of siding per facade (rear facades may be an exception). Applicants must be responsible for demonstrating to the BOAR why and to what degree exterior siding replacement will occur.

**Chapters Ten and Eleven:** The chapters outlining roof repair, roof replacement, flashing, gutters and downspouts are important discussions of repair and maintenance. Adherence to these recommendations will aid in preventing moisture infiltration into a structure and increase the lifespan of wood and masonry elements. Guidelines within these sections are not very clear and should be clearly stated. Appropriate guidelines for these sections should include, but not be limited to, the following:

- Historic roof materials such as metal standing seam and slate should be retained and repaired. Metal roofs are the dominant historic material existing on Beaufort buildings and their replacement with new composition roofs should be discouraged.
- Some residents may want to replace the existing metal standing seam roof and apply wood shingles. The appropriateness of replacing one historic roofing material with another should be discussed by the BOAR and a definitive policy statement should be issued.
- Imitation wood shingles of composition materials should not be allowed.
- Alterations of historic roof forms should not be allowed.

- Removal of historic materials such as iron cresting and finials should not be allowed except in cases of extreme deterioration or where there is a danger to the public safety.
- Half-round gutters and round downspouts are preferred over architectural gutters and corrugated downspouts. However, the availability of these designs is sometimes a problem and information on their acquisition should be made available to applicants.

**Chapter Twelve:** The section on painting is a good explanation of proper paint procedure of buildings and their components. The text on paint removal and painting techniques appears sufficient and does not need expansion. More discussion of appropriate paint colors and illustrations may be helpful for residents and the BOAR. The issue of paint color is one of the most problematic for preservation commissions. Some commissions are strict in their enforcement of appropriate colors while other commissions view paint as a temporary and reversible action. Commissions which are flexible on paint color generally only get involved in extreme cases such as "jurid and arresting colors" as stated in Beaufort's ordinance. Guidelines for the BOAR should have an expanded discussion of the appropriateness of paint colors in the Landmark District and clearly state what the BOAR policy for review, approval and disapproval. The City or Historic Beaufort Foundation may wish to fund a paint analysis for four of five selected properties. Such an analysis would provide a range of appropriate paint colors for the body and trim of a house based on historic evidence.

**Chapter Thirteen:** Energy conservation is an important part of maintaining the livability of a building and this chapter has valuable information for residents.

Guidelines included in this section deal with appropriate storm windows and awnings for historic properties. This discussion is somewhat limited and should be expanded. The use of raw aluminum storm windows is not recommended but there is no mention of baked enamel or anodized aluminum storm windows. These type of storm windows are readily available and often blend in well with the existing historic windows. The section on awnings also should be expanded especially as it deals with awnings for commercial buildings. The screening of HVAC units is good but should be enlarged to discuss the proper placement and masking of satellite dishes and other large communication devices.

**Chapter Fourteen:** The extent to which historic preservation commissions deal with landscaping and site issues varies from community to community. Most allow a great deal of flexibility in yard and tree plantings as long as such plantings do not completely mask or negatively impact a building. Most commissions do, however, deal with issues such as appropriate fencing and additions to a site such as outbuildings and swimming pools. The section on fencing in the chapter is good but should be expanded to include where and in what cases is chain link fencing and modern lace brick walls is appropriate (side facades? rear facades only?). Guidelines for fences and yard ornamentation should be expanded and clarified.

An issue that is not discussed adequately in this or any other chapter is that of additions of modern structures or buildings to sites. Most commissions allow for some improvements to sites such as guest houses, garages, storage sheds, in-ground and above-ground swimming pools and other structures. The design of these structures is often dictated by their location and visibility from a public right-of-way. The existing zoning ordinance for the city provides some guidance

for the location of buildings, lot coverage and setback from adjacent property lines. Recommendations for zoning revisions are located elsewhere in this document but design guidelines for the appearance and location of additional structures must also be discussed and adopted by the BOAR.

**Chapter Fifteen:** The section on public improvements has a variety of recommendations for streetscapes in the commercial and residential area. Many of these recommendations such as sidewalk designs, placement of utilities underground and street curbing should be followed only after consensus discussions by city officials, the BOAR and citizens.

### Recommendations

The "Beaufort Preservation Manual" is a useful document which outlines the variety of repair and conservation methods available for historic property owners. The manual also provides Beaufort residents with a good overview of the growth and development of their community and the types of historic architecture within the city. As such the manual should continue to be consulted and referred to by the BOAR and residents.

As a document of design review guidelines, however, the manual is not comprehensive enough to provide appropriate guidance on all issues to residents and the BOAR. While some chapters touch on many design issues there is not enough clear policy statements or information which can be used by residents and the BOAR. It is recommended that a new design guideline study and document be prepared for the city which includes, but is not limited to, the following:

- Storefront renovation and repair.
- Building facades: textures, patterns, and architectural details.
- New construction and infill design.
- Doors and windows.
- Building materials.
- Decorative trim.
- Additions to buildings.
- Accessory buildings.
- Setback and site placement.
- Appropriate density in the residential and commercial areas.
- Porches and porch replacements and enclosures.
- Foundations.
- Lighting.
- Appropriate colors.
- Signage (incorporating "Pride in Place" recommendations).
- Fences and walls.
- Street lighting and utilities.

The recommended design guideline document should include ample illustrations of the quality of those which are presented in the "Beaufort Preservation Manual". The document should be a minimum of fifty pages and a minimum of one hundred copies should be printed for use by the BOAR and city officials. Copies should also be on file with the city, placed in the county library and otherwise made available to the general public.

In addition to the document itself, it is also recommended that a pamphlet or

brochure also be printed which includes the major points and highlights of the BOAR's design review guidelines. A minimum of three hundred copies of this pamphlet or brochure would then be available for distribution to every property owner in the Landmark District. This publication should also include an explanation of the BOAR duties and powers and application process for a Certificate of Appropriateness. Such action will result in a greater understanding of the BOAR and guidelines by residents of the historic area and facilitate the review process.

## 2.3: Applicability of Zoning Overlays - Historic District Zoning and Neighborhood Conservation Zoning

### Overview

Historic District Zoning in the Landmark Historic District was established under Article VIII of Beaufort's Zoning Ordinance. The purpose of the district is to "promote the educational, cultural, and general welfare of the public through the preservation, protection, and enhancement of the old, historic, or architecturally worthy structures and areas of the City of Beaufort; and to maintain such structures and areas as visible reminders of the history and cultural heritage of the City, the State and Nation". The area which is encompassed by the Historic District follows the present boundary of the area which is listed on the National Register of Historic Places. The ordinance established a Board of Architectural Review and outlines the rules and procedures for the BOAR operation and responsibilities of property owners within the Historic District.

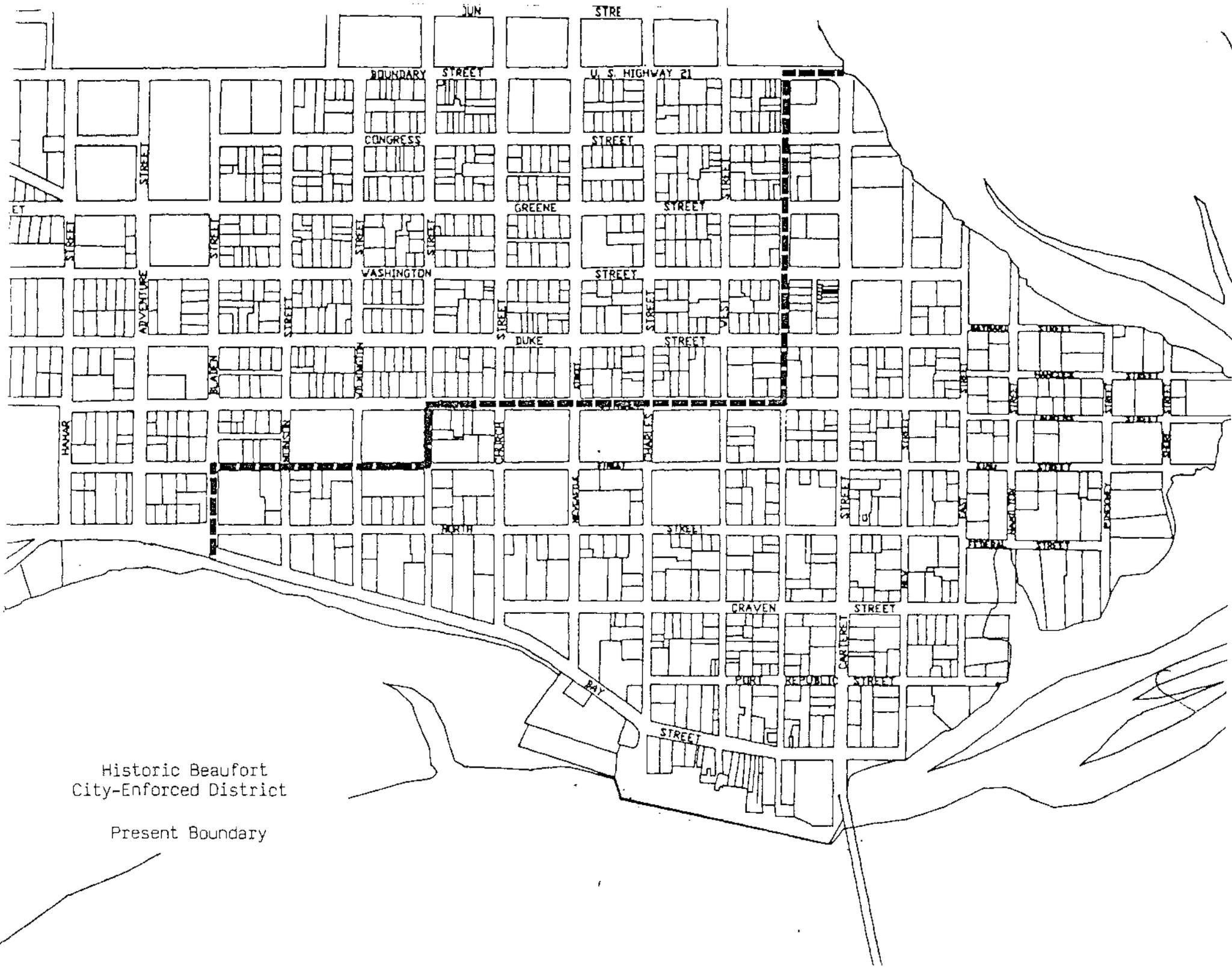
Historic District Zoning is the most comprehensive zoning overlay available for historic areas. It guides new construction, demolition, alterations and changes to existing historic structures and other aspects of the overall general character of an area. An increasingly popular overlay which is also used for historic areas is "Neighborhood Conservation Zoning". This type of overlay is similar to Historic District Zoning but is less comprehensive in its review process. New construction, demolition, and changes and alterations to the main or street facade of a property are the primary considerations in this type of zoning.

## Issues

Article VIII of Beaufort's Zoning Ordinance designates the boundary of the Historic District as following the National Register District Boundary. This boundary follows the shoreline of the Beaufort River on the south and east, Boundary Street on the north and Bladen and Hamer Streets on the west. The ordinance further states under Section 803 b) that no structure which was built prior to 1900 and is within the limits of the City, but outside the Historic District, may be demolished or altered without receiving a permit from the BOAR. The 1972 Preservation Plan by Russell Wright stated that the boundary designated for BOAR review was too large and recommended new boundaries for historic district zoning under the BOAR. This boundary has been designated as the "city-enforced sector" and BOAR review has been largely confined to this area.

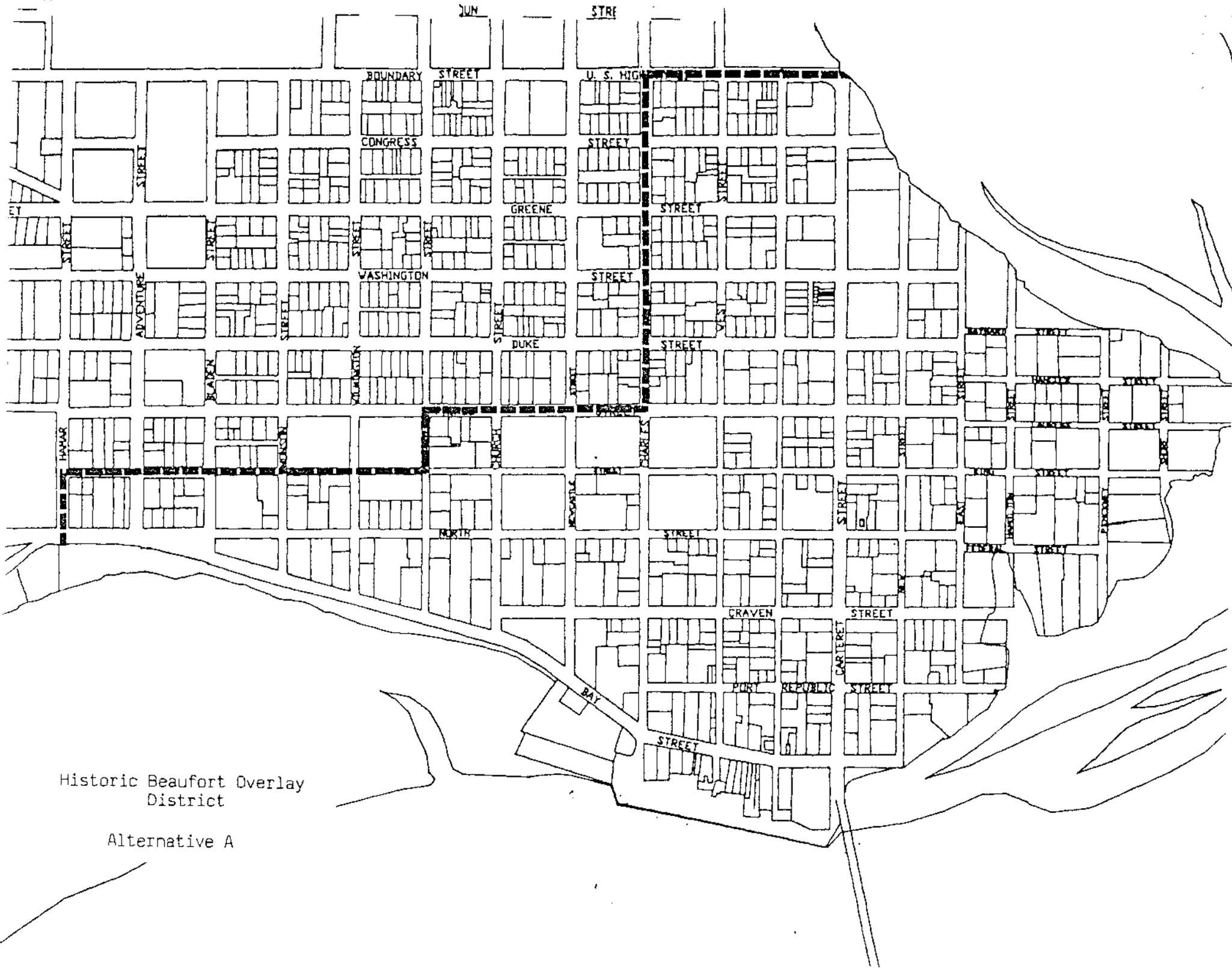
The past and present operation of the Board of Architectural Review has been to administer the area within the city-enforced sector under Historic District Zoning regulations. Outside the city-enforced sector only demolition or alteration of pre-1900 properties has come under the BOAR review. The City's ordinance has not been clarified as to the differing types of review in the Landmark District, justification for the 1900 date, an inventory of pre-1900 properties, design review of new construction and what constitutes "changes" to exterior architectural appearance of a structure outside the city-enforced sector.

An inventory of properties within the Landmark Historic District but outside the city-enforced sector reveals that over 60% of the buildings were built after



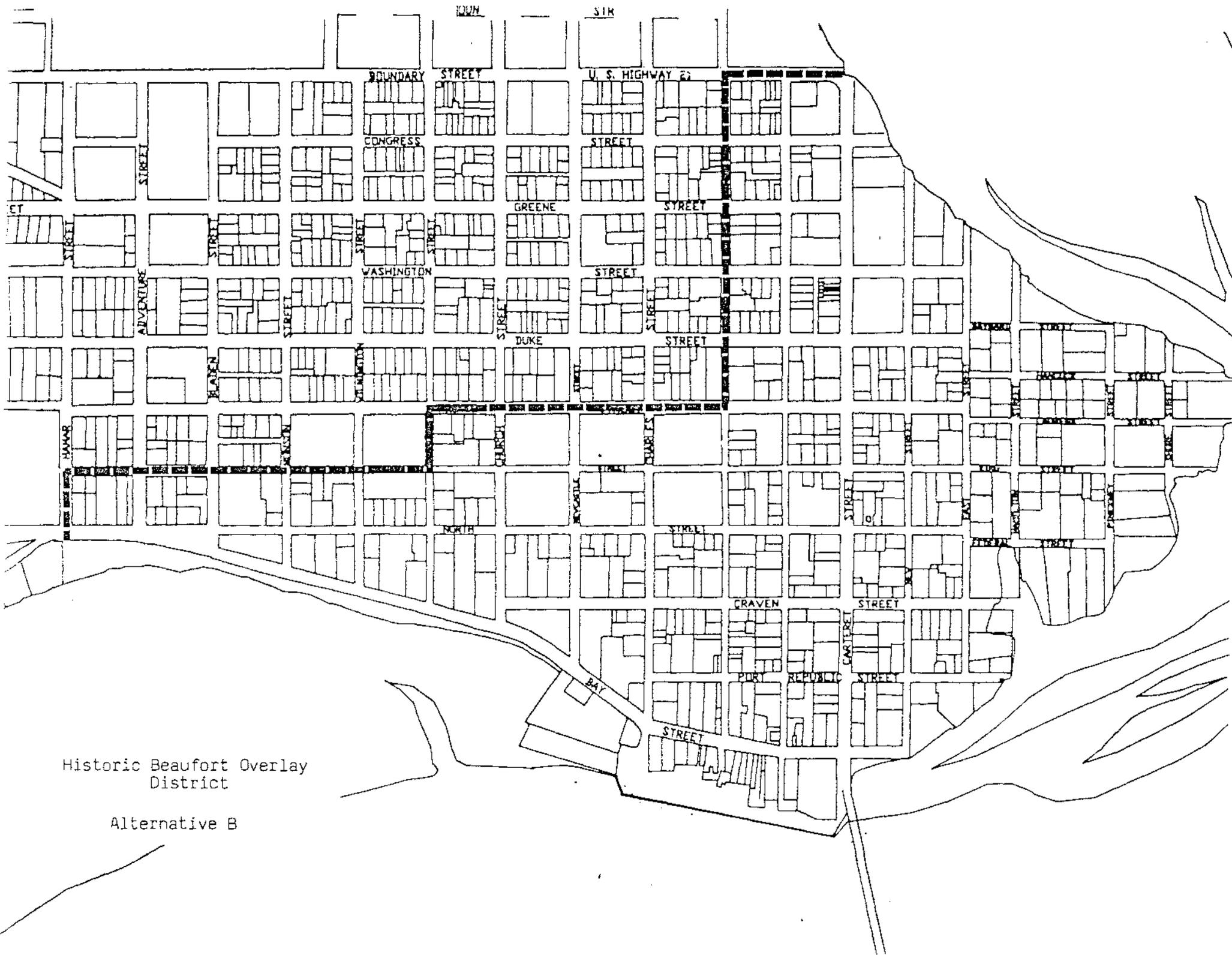
Historic Beaufort  
City-Enforced District

Present Boundary



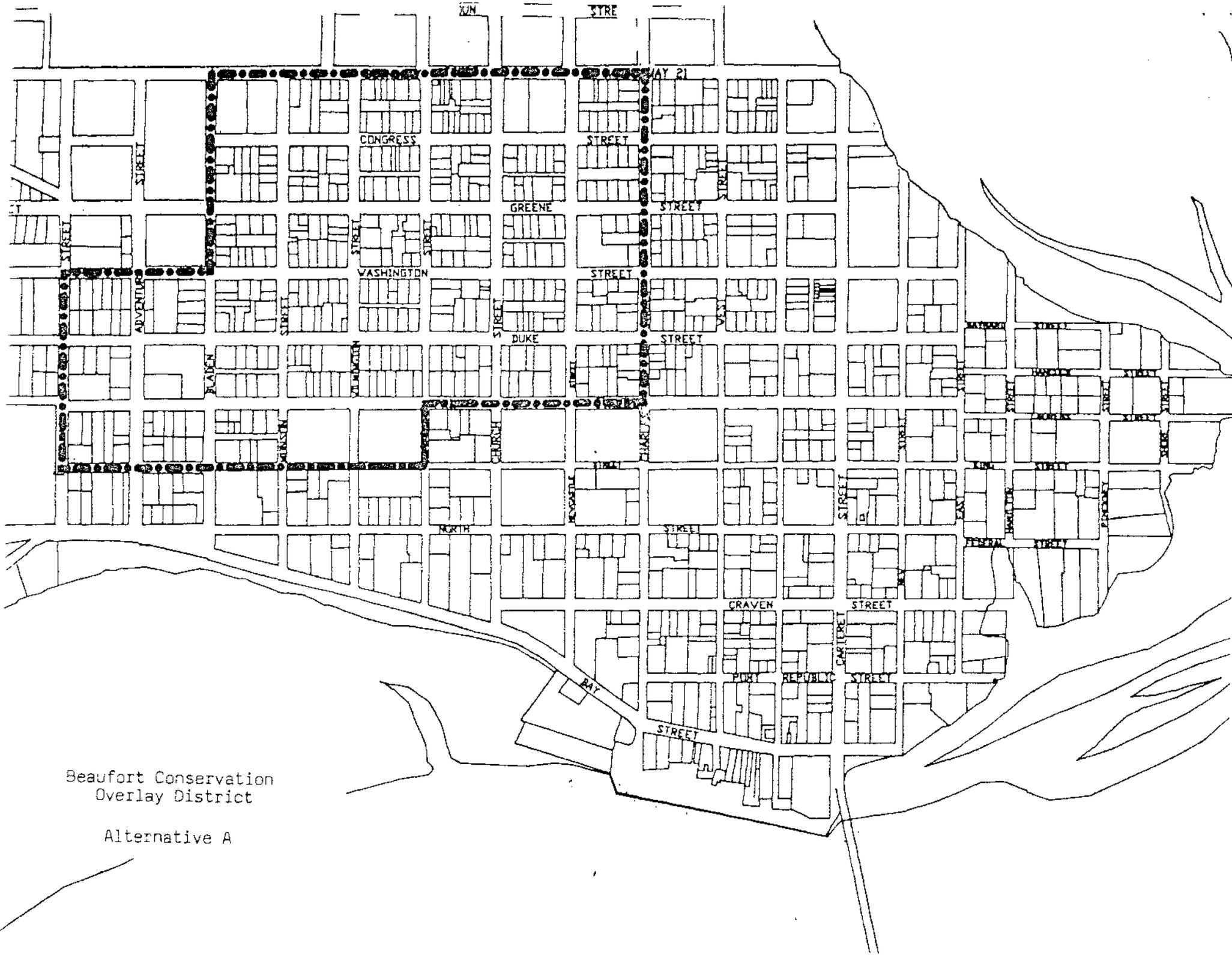
Historic Beaufort Overlay  
District

Alternative A



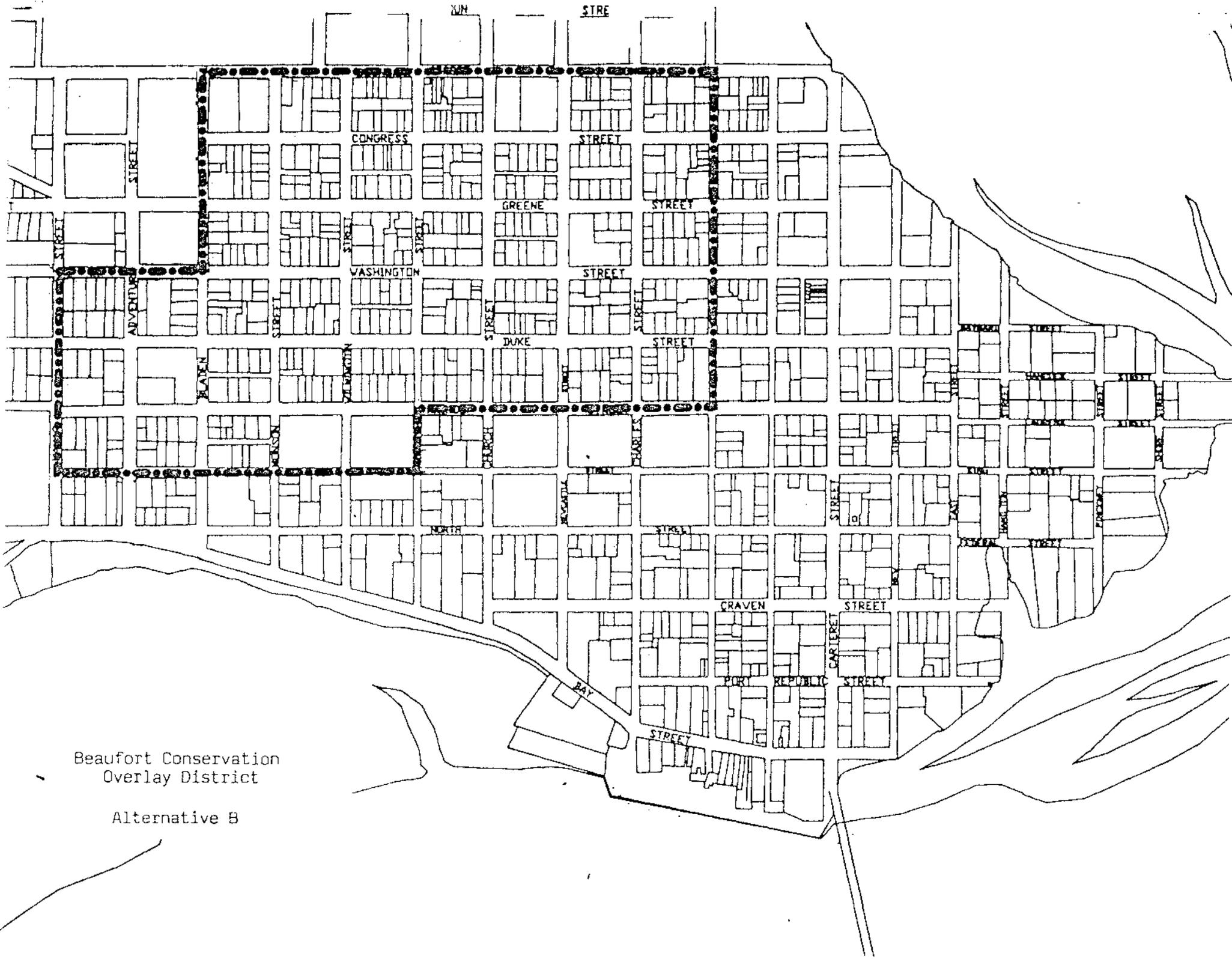
Historic Beaufort Overlay District

Alternative B



Beaufort Conservation  
Overlay District

Alternative A



Beaufort Conservation  
Overlay District

Alternative B

1940 or have been significantly altered and are non-contributing to the district. However, this area does retain many properties constructed prior to 1935 and numerous vacant lots. The area is also visually important for residents and visitors who drive along Bladen, Church, Charles and other streets into the historic residential and commercial sections.

### Recommendations

\* The Historic District Zoning overlay and its enforcement should continue within the city-enforced sector.

\* Outside of the city-enforced sector the overlay of Neighborhood Conservation Zoning should be enacted to control additions to main facades, new construction and demolition.

\* Article VIII of the City's Zoning Ordinance should be amended to remove the provisions for review of pre-1900 properties, and review of properties outside the Landmark Historic District.

## **2.4: The Certified Local Government Program and Beaufort**

### Overview

Since the mid-1960s, the national historic preservation program has operated as a decentralized partnership between the federal government and the states. This partnership has been expanded to local communities through the National Historic Preservation Amendments Act of 1980 (P.L. 96-515) which contains the

legal basis for the new federal-state-local preservation partnership. The role of the "certified local governments", or CLGs, requires certain responsibilities for preservation to be assumed at the community level. At a minimum local governments have a responsibility for review and approval of nominations of properties to the National Register of Historic Places, and eligibility to apply to the State Historic Preservation Officer for matching funds earmarked for "certified local governments."

In order to become certified, a local government must meet several requirements, chief of which are to have enacted a historic preservation ordinance and appointed a historic district (or preservation) commission. The Federal Act directs the State Historic Preservation Officer (SHPO) and the Secretary of the Interior to certify local governments to participate in the partnership. By participating in the identification, evaluation, and protection of historic resources within their communities, city and county governments which qualify as certified local governments: can assume a leadership role in the preservation of the community's historic resources; have a formal role in the National Register nomination review process; participate in the establishment of regional and state historic preservation objectives; are eligible to apply for subgrants from a designated CLG fund established annually by the S.C. Dept. of Archives and History whenever such funds are available; and receive technical and advisory services from the S.C. Dept. of Archives and History.

### Issues

Beaufort presently meets the minimum requirements for eligibility to apply for certification under the CLG program. The city has designated and protected its

historic resources through Article VIII of the Zoning Ordinance and the administration of the Board of Architectural Review. The city has also conducted a partial survey and inventory of its historic resources. By meeting these requirements the City may make application to the South Carolina Department of Archives and History for Certified Local Government status in the future.

The advantages to Beaufort in becoming a Certified Local Government are formal participation in the statewide preservation process and the potential to receive funding set aside for CLG preservation projects. A minimum of 10% of South Carolina's annual apportionment from the Historic Preservation Fund of the Department of the Interior is awarded to Certified Local Governments. This funding is awarded through grants on a 50-50 matching basis for use in carrying out specific projects or activities which meets the state's criteria for use of survey and planning funds. This would include survey, nomination of properties to the National Register, public education programs, planning studies, research, and the development or update of historic preservation plans.

The disadvantages in becoming a Certified Local Government are increased documentation and responsibilities for the City and Board of Architectural Review. Under CLG guidelines each BOAR member would be required to attend at least one workshop, informational, or educational meeting annually. The city must also employ or have regular access to a professional in historic preservation. An annual report on the performance of the CLG program must also be written by the City preservationist or other designated staff person. CLG guidelines also state that Board members must be professionally qualified in the disciplines of architecture, history, planning, real estate, and other

related fields. The availability of such professionals in a city the size of Beaufort may pose a problem but certification can be made with these minimum numbers or types of disciplines if the city can demonstrate that it has made a reasonable effort to fill these positions.

### Recommendations

\* Beaufort should consider making application for Certified Local Government status if additional staff assistance is made available to the BOAR.

Beaufort presently meets the minimum requirements to become a CLG community through its ordinance, BOAR and partial inventory. The requirements for employment or access to a professional in historic preservation could be accomplished by the city's hiring of a preservation professional or through entering into a contractual agreement with a professional preservationist or consultant. The need for a preservation professional on staff with the city has been previously discussed and illustrated. Such a staff person would then assume the role of overseeing the activities of the CLG program such as writing the annual report, writing grant applications, and other preservation projects.

Annual workshops or educational sessions for BOAR members is important to enhance the operation and administration of the Board. Most BOAR members presently attend workshops sponsored by the S.C. Department of Archives and History, City of Charleston, or other agency. It is doubtful there would be additional inconvenience to BOAR members in working with the CLG program and it is likely that additional technical information would be made available to BOAR members through their CLG participation.

It is important for Beaufort to complete its comprehensive survey of the city in coming years and CLG status would possibly enhance receiving matching funds for this project. Other projects which could be funded through the matching grants could be the completion of design review guidelines for the BOAR, educational programs for residents and property owners, continual updates of the Preservation Plan and other activities. It is doubtful that National Register nominations and designation would play any significant role in the CLG program due to the large amount of the city which is presently listed as a Landmark Historic and National Register district. Through the CLG program, Beaufort has the potential to receive funding assistance for preservation projects and enhance the city's administration of the Landmark District.

### 3.1 Public Relations and Awareness

#### Overview:

The preservation process in Beaufort largely revolves around the activities of the non-profit agency Historic Beaufort Foundation and the city's Board of Architectural Review. Both entities wield influence over the protection and preservation of the historic character of the community and play major roles in preservation policy and specific design and restoration issues. Much of the public's perceptions as to the importance of preservation and its role in community development is formulated by these two groups.

The Historic Beaufort Foundation was organized in 1967 and has been instrumental in the preservation and restoration of a number of buildings. The Foundation sponsored the original survey and Preservation Plan for the city by Russell Wright, assisted in the application to the National Register of the Beaufort Landmark Historic District, and helped in the writing and publication of the "Beaufort Preservation Manual". The Foundation published "A Guide to Historic Beaufort" in 1970 which describes and illustrates significant structures within the district and is offered for sale to the general public. The John Verdier House was restored by the Foundation and several other homes have been preserved through its financial assistance. The Foundation sponsors an annual Fall Tour of Homes which allows the public to enter and appreciate historic properties in the community.

The Foundation also plays an important role in the administration of historic zoning in Beaufort through its membership on the Board of Architectural Review. The Board of Architectural Review is a city government appointed body which was mandated in the city's zoning ordinance with the responsibility of overseeing changes and alterations to properties in Beaufort's historic district. This includes changes to the exterior of historic properties, additions, new construction, and demolition. The BOAR provides assistance in their review process concerning questions of appropriate renovation techniques, preservation of historic building elements, compatible new building designs for the district and many other issues. A Certificate of Appropriateness must be issued by the BOAR prior to any major work in the district.

#### Issues:

The importance of the Historic Beaufort Foundation and the Board of Architectural Review is recognized in the community. Both groups are seen as integral parts of Beaufort's efforts to preserve and protect its unique collection of architectural and historical resources. The interviews and public workshops revealed a generally positive perception of the Historic Beaufort Foundation. The Foundation was viewed as successfully promoting the community's character and enhancing its quality of life. The publications and activities of the Foundation have resulted in national recognition for Beaufort's historic character and preservation efforts.

Differing perceptions and opinions were solicited concerning the Board of Architectural Review. For the most part the BOAR operation and its activities are considered important and necessary for the preservation of the historic

district. However, the functions, procedures, and decision making process of the BOAR is often not as well known to property owners and has led to controversy in some situations. An examination of BOAR minutes show that the majority of their decisions are in keeping with established preservation guidelines and philosophy. Only in a small number of cases has there been an outright denial of of a Certificate of Appropriateness and in most of these situations the BOAR and property owners resolve design issues resulting in the issuance of a COA. Unfortunately, the most controversial cases are those which are given attention by the media, discussed by the public, and sometimes result in a negative impression of the BOAR's operation. Effective public relations and education of property owners is increasingly becoming more important for local boards such as the BOAR.

#### Recommendations:

Greater emphasis should be placed upon informing the citizens of Beaufort about the role, responsibilities and review process of the BOAR. The architectural and historical importance of the community and the need for its preservation and enhancement is clear. What is less clear are the guidelines used by the BOAR and their decision and application process. The BOAR's operation is for the betterment of the community and it provides an essential public service. This service results in the enhancement of the quality of the historic district and the maintenance of property rights and values. Increased information concerning the BOAR and its role in the community should be placed before property owners and the general public. Public awareness activities should include the following:

\* Printing of a pamphlet or brochure which describes the BOAR review process and basic guidelines.

The importance of such a brochure has been recognized by the city and a draft brochure was prepared several years ago by the city. This brochure describes the function and operation of the BOAR and the application process. This brochure remains in draft form but it could easily be updated and printed for distribution to property owners in the historic district. It is also recommended that summaries of the most common design issues be added to this brochure or as a separate publication. Design guideline issues recommended for discussion in this brochure include:

- Paint Colors.
- Exterior surface cleaning.
- Porch, window, and door repair and replacement.
- Artificial sidings.
- Appropriate fences.
- Appropriate signs for commercial and residential buildings.

Such a brochure could provide general guidance to a property owner as to proper restoration procedures prior to making application to the BOAR. This would assist in the review of the project by the BOAR and streamline the process for the property owner.

\* Annual reports issued by the BOAR.

Many historic district zoning boards issue an annual report detailing the number and types of projects reviewed, those approved and disapproved and the reasons

for their actions. Such annual reports are then submitted to the city and to the press for their use. These reports are helpful in illustrating the range of design issues examined by the BOAR, consistency in the review process, and the approval rate for Certificates of Appropriateness. A one page summary of the Board's actions would be sufficient and could be incorporated into the city's annual report as well as in the media.

\* Provide press releases to the media when necessary.

Press releases should be a regular product of an historic preservation commission especially when there is a controversial review process. Such a press release can make the commission's position clear and dispell inaccurate information which may otherwise occur. A press release is also a good way to help influence public opinion and present the Board's point of view. Such a press release should be written by the chairman or designated Board member and assisted by the city for distribution. Many meetings of the BOAR are covered by the local media. For those in which the media is not in attendance the BOAR should consider sending to them a short press release on the meeting and the resultant action.

\* Educational and preservation workshops.

The BOAR and Historic Beaufort Foundation should consider sponsoring regularly scheduled workshops for property owners in the historic district. Such workshops could address such topics as the local ordinance, the commission and the review procedure, design guideline and proper rehabilitation techniques. These workshops can be as brief as an hour or two but can be of great

assistance to property owners contemplating renovation or simply to provide information to property owners new to the district. Of particular importance are workshops for local realtors and contractors who deal with day to day issues in the historic district. Such workshops could provide the BOAR with a forum for articulating their design guidelines and review process to the general public.

### 3.2 Interaction Among Governments, Organizations and Citizens

#### Overview:

Since the early 1970s, various groups and organizations have assumed responsibility for the maintenance, promotion and preservation of the Landmark Historic District. Several of these are city sponsored agencies such as the City Planning Office, Zoning Board of Adjustment, the Board of Architectural Review, and Main Street Beaufort, U.S.A. The major non-profit organization is the Historic Beaufort Foundation and at least one neighborhood group, the Old Common Neighborhood Association, has been formed in recent years. These groups deal with many of the same issues and have overlapping areas of interest. The following is a brief summary of each groups or agencies activities:

City Planning Office - The city planner deals with all planning and zoning matters in the community including issues within the Landmark Historic District. In addition to the day to day activities of the office the present city planner has also assumed the role of the "coordinator" which is called for in Article VIII of the zoning ordinance. This coordinator is assigned the task of working with the Board of Architectural Review in the administration of their duties such as

public notification and recordkeeping.

Zoning Board of Adjustment - The Board of Adjustment hears and decides upon requests for variances in the city's zoning ordinance. This includes requests for rezoning or variances within the Landmark Historic District.

Board of Architectural Review - The BOAR function is to review the appropriateness of altering, constructing, or demolishing any building or structure in the enforced sector of the Landmark Historic District. The BOAR issues Certificates of Appropriateness which are required prior to initiating a project or receiving a Building Permit.

Main Street Beaufort, U.S.A. - This program was founded in 1985 to encourage downtown revitalization through organization, promotion, design improvements, and economic development. The objective of the program is to preserve the historic building resources and insure their perpetual well-being by encouraging the development of strong businesses to occupy them. The Main Street staff advises property owners in the downtown area as to proper renovation techniques, sign and storefront design.

Historic Beaufort Foundation - The Historic Beaufort Foundations owns and operates two historic museums on Bay Street, provides tours and brochures for tourists, and holds an annual Fall Homes Tour. The Foundation also has a revolving fund program and purchases and sells historic properties which meets its funds criteria. The Foundation is represented on the BOAR and promotes preservation efforts through its publications and activities.

Old Common Neighborhood Association - This recently formed neighborhood organization seeks to promote the preservation and protection of the area in the northern and western sections of the Landmark Historic District.

Issues:

From the workshops and interviews conducted in Beaufort the general consensus was that the groups and agencies responsible for preservation generally have effective communication and work well together. The Historic Beaufort Foundation and the Board of Architectural Review have a good working relationship and interact closely on preservation issues. The BOAR and the Main Street staff also work together on downtown building designs, signs and other mutual concerns. Communication between the city's Board of Architectural Review and the Board of Adjustment, however, has not been well established and at times the decisions of the two agencies have been counteractive. The granting of a variance has sometimes been at odds with a BOAR decision and at other times the opposite has been true.

Another source of concern is the perception of a lack of enforcement for the decisions of the BOAR. The city's Building Inspector is assigned the responsibilities of administration and enforcement of the provisions of the city's zoning ordinance under Article IX. This article gives the Building Inspector enforcement powers when any illegal additions, alterations, or structural changes are undertaken. The Building Inspector also has the right to deny a Certificate of Occupancy if a property is not in conformance with the requirements of the ordinance. Article VIII which defines the Beaufort Historic District and powers of the BOAR clearly states that the Building Inspector shall

inspect from time to time the construction or alteration approved by the certificate and report any work not in accordance with the Certificate of Appropriateness to the BOAR. The BOAR may then authorize the Building Official to use the enforcement powers to halt work while the situation is resolved. Information and education concerning historic renovation and rehabilitation projects would be of assistance to the Building Inspector. Additional staff may also be helpful to provide for timely review and enforcement of BOAR decisions. The BOAR and Building Inspector should be in close contact and perhaps schedule quarterly meetings to discuss design and enforcement issues.

An additional source of concern was the lack of a city employee responsible to assist the BOAR in its operation and to provide technical assistance in the application process to city residents. When questions arise about proper rehab during the COA application process a resident generally calls the staff of the Historic Beaufort Foundation, the City Planner, or a BOAR member at his or her office or residence. This informal query process has caused frustrations for property owners desiring technical advice before submitting an application for preliminary approval. The day to day activities of the BOAR are also to be supported by a "coordinator" in the zoning ordinance. This coordinator position has been filled primarily by the City Planner and entails responsibilities for which the position was not designed.

Recommendations:

- \* Increase communication between the Zoning Board of Adjustments and the Board of Architectural Review.

It should be the policy of both Boards to communicate with each other on matters which require both Boards attention. This would apply to zoning variance requests or the application process to the BOAR which would result in an impact on zoning issues in the Landmark Historic District. The chairman of the BZA should communicate by letter to the chairman of the BOAR and vice versa whenever an issue of mutual concern exists. The chairman may then resolve the issue by letter or by making presentations before the respective boards.

\* Require regular and timely inspections of work approved by the BOAR.

The Board of Architectural Review should require that a copy of plans and the Certificate of Appropriateness be located on the premises for an approved project. The Building Inspector may then request to review the plans and Certificate of Appropriateness during timely inspections to insure that the requirements of the COA are being met. If the Building Inspector notes alterations or construction which is not in accordance with the COA, the inspector shall notify in writing the person responsible for such action indicating the nature of the violation and ordering the action necessary to correct it. If corrective action is not taken to comply with the Certificate of Appropriateness, persons in violation may be subject to penalties described in Section 908 of the zoning ordinance. The Building Inspector should also be required to review the plans and COA and compare them to the completed work prior to the issuance of a Certificate of Occupancy. If the Building Inspector finds that the alteration or construction is not in accordance with the Certificate of Appropriateness then the Certificate of Occupancy shall be

withheld until corrective action is taken to come into compliance with the COA.

\* Establish a city staff position with preservation responsibilities.

The recommendation that the city hire a staff person with preservation responsibilities has been made in other sections of this report. This staff person is necessary to handle the day to day activities of the BOAR and to serve the needs of the residents of the historic district. Such a staff person would assume the role of the coordinator as called for in Article VIII of the zoning ordinance and assume the duties presently supplied by the City Planner. The city would then have a designated preservation specialist who would work with citizens in their rehab and renovation projects and assist them with the COA application process. The impact of this staff person would be to streamline the review and application procedures for the Board and Architectural Review and individual property owners. The use of preservationists in other communities has proven to be effective in insuring the swift reviews and approvals for renovation and rehabilitation projects.

### 3.3: Post Disaster Recovery in the Landmark Historic District

#### Overview:

Beaufort's proximity to the coast and the Charleston fault make it likely that a hurricane or earthquake could cause damage to the community at some point in the future. The hurricane of 1893 caused considerable damage to the city and many of the existing houses required repair following this disaster. If such a hurricane struck again many homes in the Landmark District would require repair. How can such repairs be best addressed given the review powers of the Board of Architectural Review.

Historic districts across the country are located in areas which are susceptible to natural disasters. Cities such as New Orleans, Mobile, Key West, Savannah, and Miami are located along coastal areas which, in the past, have been hit by hurricanes. The west coast of California is frequently rocked by earthquakes and other cities in the country such as Charleston and Memphis are also located along fault lines. In communities such as these are boards or commissions which have architectural review powers similar to those of the Board of Architectural Review in Beaufort. Are there any formal plans in place for boards of architectural review to deal with disasters in historic areas and are such plans necessary?

Cities and communities across the country were contacted to ascertain if any language were part of an ordinance to deal with natural disasters. Historic preservation staff in Mobile, Savannah, New Orleans, Key West, Charleston, Galveston, Padadena, and Los Angeles responded to our inquiry. The Southeast

Regional Office of the National Trust in Charleston and Western Regional Office in San Francisco were consulted as was the National Trust Center for Historic Homes, and the National Alliance of Preservation Commissions. Insurance companies were also contacted for any special insurance or consideration they may have in effect for properties in historic areas. Questions dealing with historic properties were presented to the Aetna Company, Marsh and McClennan, Chubb and Son, Hartford Insurance, Mutual of Omaha, Nationwide Insurance and Prudential Insurance Company.

The results of these inquiries are as follows:

1. No post disaster recovery plan specifically for historic districts exists in the country.
2. Many preservationists doubted the need for planning efforts in this area due to the unpredictability of the extent of disasters, types of damage caused, and the need for flexibility of response.
3. Most insurance companies let the individual deal with contracting for repairs and dealing with local review bodies. Many companies will reimburse 80% to 100% for replacement in-kind which is generally desirable in historic districts.
4. If a historic property is razed or damaged so severely that demolition is necessary, reconstruction or compatible contemporary construction is equally allowable.
5. Boards of architectural review must retain flexibility and use common sense when dealing with natural disasters.

The most illustrative example of post disaster recovery in a historic district took place in Mobile following Hurricane Frederick in 1979. This hurricane hit with 140 mph winds and damaged hundreds of homes in Mobile's historic

districts. Recognizing the need for immediate assistance to property owners, the city's Architectural Review Board suspended the review process for a period of three months for repairs which would occur in kind to match the original. For example, the greatest damage was to roofs, cornices, eaves, and chimneys. Rebuilding of these elements using wood or brick to match the original did not have to come before the ARB for review. New additions or enclosures for buildings still had to be approved by the Board. For properties owned by city, county, and federal governments, architects and Architectural Review Board members worked with adjusters to insure that damaged historic fabric was repaired in keeping with the property's original character.

Since Hurricane Frederick, the Mobile Historic Development Commission has elected not to put any specific language into its ordinance which deals with post disaster recovery. According to Executive Director Michael Leventhal, such language would be hard to devise which would be applicable to each disaster situation. Leventhal feels it is best for Commissions to use common sense and act in accordance with the needs of the property owner to insure that appropriate repair work is undertaken in the speediest manner possible.

Issues:

The Board of Architectural Review must discuss and make certain policy decisions regarding the review process following a disaster. There are at present no accepted standards or ordinances which promulgate specific requirements following a natural calamity. The BOAR must decide if a review process is advisable for minor to moderate replacement and repair or if such work should be waived to receive a Certificate of Appropriateness. The BOAR

must also discuss the issue of historic property reconstruction versus allowing new construction in its place. Should a property owner of a particularly significant building be advised to rebuild to match the original structure. Should this apply to less significant buildings? These are decisions which must be made as a matter of policy by the BOAR.

Recommendations:

\* All photographic documentation on the Landmark Historic District should be updated every five years.

The last major photographic inventory work in the Landmark District was completed in 1979 as part of the John Milner study. This photographic documentation is now ten years old and is no longer up to date for the city's use. In most communities an update for properties in an historic district occurs every five years. This is often comprised of black and white views of the main facades with negatives and contact prints produced and filed. This will enable a property owner and the BOAR to have clear photographic evidence for a reconstruction or for replication of a specific historic detail. Such an updated photographic survey could be in conjunction with completion of the survey for the city and utilize matching funds from the state.

\* The decision to waive or not to waive BOAR review for specific work following a natural disaster should be made by the BOAR on a case by case basis.

A blanket policy statement for BOAR review following a natural disaster may

not be applicable in all cases. For example, if ten properties are moderately damaged the application process for a Certificate of Appropriateness may be valid and not place an undue hardship on the property owners. However, if moderate damage occurs to one hundred properties, the BOAR may be justified in waiving the review process so long as property owners make a good faith effort to undertake repair work with matching materials and designs. Following any disaster the BOAR should have a special called meeting and discuss the damage in the Landmark District and the most appropriate method of response.

\* The BOAR should also have a policy on reconstruction versus new construction.

After a disaster insurance companies and the building inspector may find that a building is too badly damaged to repair. In such cases the BOAR should accept these findings and work with the property owner in an advisory capacity to permit either reconstruction based on photographic evidence or to allow a contemporary but compatible design. There is differing philosophy among preservationists and preservation commissions as to the desirability of reconstruction versus compatible infill design. Some commissions feel that a reconstructed historic building is acceptable if sufficient evidence exists for a factual representation. Other commissions feel that once a historic property is lost it can never be satisfactorily recovered and a "Williamsburg" reproduction is confusing and not true to the architectural character of an area. For these commissions good infill construction of a modern design is a preferable alternative.

The Beaufort Board of Architectural Review should discuss this issue and decide

how to deal with the situation if it arises. Whatever course the BOAR chooses it will be an advisory role only. Even if a reconstruction is desired a property owner cannot be legally forced to undertake such a reconstruction. The Beaufort ordinance and similar ordinances across the country clearly state that compatible infill design is desired and appropriate and does not mention specific criteria mandating reconstruction. No ordinance in the country is known to have such language and consulted attorneys feel such ordinance provisions would not be enforceable and constitute arbitrary and capricious action. The BOAR's role should be in an advisement capacity on the issues of reconstruction or new construction. Once the property owner has made a decision the BOAR would then go through its normal review process.

## An Update To: "A Preservation Plan for Historic Beaufort, South Carolina"

### Summary

Beaufort, South Carolina has become nationally known in the past twenty years for its collection of historic buildings and its efforts to preserve and protect those resources. The entire historic area of the city was recognized in 1969 with its listing as a National Historic Landmark. A Preservation Plan for the city was prepared in 1972 by consultant Russell Wright and in 1979 the "Beaufort Preservation Manual" by John Milner and Associates was published by the city. These reports prepared for the city illustrate the quality of the city's historic resources and recommend methods and tools for their preservation and enhancement. The creation of a Board of Architectural Review and the actions of the city and Historic Beaufort Foundation have provided an important framework for the pursuit and enactment of preservation activities in the 1980s.

The major findings of the preservation plan update are as follows:

1. Completion and compilation of the city survey should be undertaken. Beaufort still lacks an overall comprehensive survey of historic properties and photographs taken ten or more years ago are now outdated. There is no complete listing of what has been surveyed or identification of resources, especially in the northwest section of the Landmark District. This needs to be accomplished to have a final complete list of properties. Photographic documentation on existing buildings should occur and be updated every five years for use by the BOAR.
2. The justification of the present Landmark District Boundary is not stated in the National Register nomination or any other city document. The northwest

section of the Landmark District does not presently meet National Register criteria for architectural significance. It is desirable that this area be retained in the Landmark District boundary but its historical significance must be justified. The city should work with the staff of the South Carolina Department of Archives and History to complete and amendment to the nomination to clarify and justify the boundaries. Without such documentation the legal status of the district and operation of the BOAR may come into question.

3. An addendum to the "Beaufort Preservation Manual" or a separate document should be produced which addresses design review guideline questions not presently covered in the manual. The manual provides an excellent discussion of building rehabilitation standards. However, information on design review guidelines is not as comprehensive and should be expanded for use by residents and the BOAR. Brochures or pamphlets outlining design guidelines and the BOAR review process should be prepared and distributed to residents of the district.

4. A city staff position with preservation administration responsibilities should be funded. The BOAR and residents of the city have no designated preservation professional to provide professional guidance or assistance in the Certificate of Appropriateness process. Such a staff person could have additional responsibilities such as tourism promotion and economic development but the emphasis should be on providing expertise in preservation issues.

5. The BOAR's jurisdiction outside of the "city-enforced sector" is not clearly justified in the ordinance. The reasons for reviewing only pre-1900 structures, review powers outside of the Landmark District boundaries, and justification for differing standards are not explained. The legality of this differing review process could be challenged given the lack of explanation in the ordinance or elsewhere. To clarify the situation it is recommended that the overlay of

historic district zoning be continued in the city enforced sector but that a separate conservation zoning overlay be enacted for the remainder of the Landmark District. No properties outside of the Landmark District boundary should come under BOAR review.

6. If professional staff assistance is provided to the BOAR, the city should seek Certified Local Government status to enhance its funding for preservation projects. The application for CLG status should be contingent upon staff to assist the BOAR.

7. Zoning changes should enhance the preservation and character of the historic district. Zoning recommendations regarding density, height, and land use in the district are made to promote and preserve the district.

8. The BOAR should undertake increased public relations with property owners such as press releases, annual reports, educational workshops, and seminars. The BOAR is an integral part of the preservation of the district and residents and city officials more exposure to its importance and beneficial effects on the city.

The overall framework and direction of the existing historic preservation planning process in Beaufort is sound. However, there is the need for clarification and justification for issues concerning the boundaries of the district and operation of the BOAR. The preservation of the historic resources of Beaufort is of vital importance to the community. Through the implementation of these recommendations, the residents of the Landmark Historic District can have greater understanding and participation in the city's preservation planning process.

Historic Beaufort District Administration - Board of Architectural Review  
Policies and Procedures.

a) These administrative procedures shall apply to both the Minor Projects Committee and the full Board of Architectural Review.

b) The Board of Architectural Review shall meet on the second Wednesday of each month.

c) The applicant shall submit a completed application form along with two copies of all required materials to the Coordinator by the close of business fifteen (15) days prior to any regularly scheduled meeting of the Board of Architectural Review (BOAR or Minor Projects Committee). Materials for Preliminary Approval must be submitted ten (10) days prior to the meeting.

d) Applications for approval which are not substantially complete, as outlined on the application form, will not be accepted for consideration.

e) The Coordinator (who shall be a City employee appointed to assist the BOAR) shall review all materials at the time of submission to assure the completeness of each application and to determine whether the request may be considered by the Minor Projects Committee or by the full Board. The Coordinator may also be charged by the BOAR to review the application and present recommendations or alternatives to the Board to approve, approve with conditions or disapprove the application. In the case of an incomplete application, the Coordinator shall establish a deadline for submission of any

additional documentation. In no case shall the deadline extend beyond the Monday ten (10) days prior to the regularly scheduled meeting.

f) The Coordinator shall prepare an agenda and have it available for distribution at least one week before the meeting.

g) The Coordinator shall make all application materials, together with copies of the Milner Inventory, if pertinent, available for review to all Board members, the Architectural Advisor, and to the public, at least ten (10) days prior to the regularly scheduled meeting. Each application will be reviewed for completeness. If found to be incomplete, the Coordinator will so advise the applicant, who then has until noon of the Friday prior to the scheduled meeting to submit the necessary information. If the applicant fails to meet this deadline, he or she will be so advised and will be given the option of withdrawing or seeking a workshop session, preliminary approval or some other level of approval as appropriate given the information submitted to that point.

h) All persons or corporations, or their assigned agents, making application to the Board of Architectural Review for any type of project or request shall be required to attend the meeting(s) during which their project is scheduled for discussion. Applicants shall be notified by mail of the date and time of the meeting(s). In the event an applicant, or an assigned agent, fails to appear at the meeting, the request shall be deleted from the agenda for that meeting and shall be rescheduled for the subsequent meeting.

i) During the course of all meetings of the Board, the Coordinator shall prepare and present a report on each request. Such a report shall include, among other

things, a history of the project, an explanation of the request, and the alternatives available as determined by the Architectural Advisor or Coordinator.

j) Should an applicant wish to discuss particular design aspects of a project prior to the meeting, BOAR members shall direct the applicant to the Coordinator.

k) The Coordinator shall maintain a file on all applications. Such a file shall contain one set of all plans and materials required of the applicant.

l) The Coordinator shall notify all applicants and the building owner, if different, in writing of the decision(s) made by the BOAR. Applicants receiving Preliminary Approval shall be advised that they may pick up a set of stamped drawings for their own use in preparing an application for Final Approval. Upon Final Approval, one set of approved plans will be forwarded to the Code Enforcement Division of the City for its use, and copy shall be retained in the BOAR files along with all other submission materials.

m) Approvals shall be granted for a period of two (2) years.

n) Approval from the BOAR to remove a structure from one site to another within the Landmark District, or to move a structure into the Landmark District, shall, in all instances, be contingent upon the timely restoration of the structure according to the plans submitted to, and approved by, the Board. This stipulation will be prominently noted on the letter of approval supplied by the applicant, and the coordinator shall work with the Building Official to assure

that this condition of approval is met.

Establishment of Minor Projects Committee.

a) The Minor Projects Review Committee has been established by the full Board of Architectural Review to rule on minor items associated with existing buildings. The Committee shall meet on the second and fourth Wednesday of the month.

b) Items appropriate for consideration by the Minor Projects Review Committee may include, but are not necessarily limited to:

1. Landscaping, except driveway paving.
2. Fencing.
3. Siting of fixed-location playground equipment.
4. Signage.
5. Color changes to structures, or portion, thereof, except where such a change involves a change of materials.

c) The Committee shall be composed of two (2) BOAR members with the Coordinator serving, but not voting. Members shall serve on rotation for a period of six (6) months. The Chairman of the BOAR shall serve as an alternate. Any Board member may attend and vote.

d) Approval or disapproval of an application requires a unanimous decision by the Committee. All decisions of the Committee may be appealed to the full BOAR if such appeal is filed, in writing, with the Coordinator within 30 days.

e) The Committee may refer a project to the full BOAR for any reason; in the

case of a split decision, the project shall automatically be deferred to the full Board.

f) Written minutes of the Committee shall be kept, to be submitted for approval, by the full BOAR during regular meetings.

Duties of Architectural Advisor.

a) The duly appointed Architectural Advisor, as provided for under Section 515.3 shall review all application materials prior to the regularly scheduled meeting and shall make recommendations on each application. The report shall set forth whether the Advisor recommends: accepting, with or without conditions; rejecting; or deferring each project, and shall contain any pertinent comments.

b) In making a recommendation, the Advisor shall base his or her decision upon those criteria set forth in the City of Beaufort Zoning Ordinance, The Beaufort Preservation Manual, The Secretary of the Interior's Standards for Historic Preservation Projects, or other design review guidelines established by the BOAR.

c) The Advisor shall apprise the Coordinator of any deficiencies in the application materials. The Coordinator shall require the applicant to submit the necessary materials prior to the scheduled meeting. If the Advisor and the Coordinator are one in the same, the Advisor shall assume this task.

d) The Chairman of the BOAR may request the Advisor to attend any regular Board meeting in order to answer any questions or to provide clarification.

e) The Advisor will be expected to attend all workshop sessions of the Board. Such workshops shall be those called by the Board to discuss policy and procedures, design guideline issues, technical rehabilitation questions, presentations and seminars from outside speakers and consultants, and other matters pertinent to Board operation.

f) The Advisor will not play a role in the proceedings of the Minor Projects Review Committee unless requested to do so by the members of the Committee.

g) At the request of the BOAR, the Advisor would assist the Coordinator in researching and preparing: policy statements; proposed revisions to the Zoning Ordinance; and/or any other type of report or research deemed appropriate by the Board.