MANAGER'S COUNTY ORGANIZATION REPORT

April 30, 1976
MEMORANDUM

OFFICE OF THE COUNTY MANAGER
BEAUFORT COUNTY

COUNTY COUNCIL

COUNTY MANAGER

SUBJECT: MANAGER'S COUNTY ORGANIZATION REPORT

APRIL 27, 1976

Mr. E. J. Bofferding's study of Beaufort County's Central Administration presents an outline of reorganizational change and future development for our County Government. The purpose of this report is:

- To elaborate on Mr. Bofferding's recommendations
- To fit activities not covered in his report into the scheme of future county development
- To list the initial actions by the Council and the Manager necessary to implement Mr. Bofferding's recommendations.

The report is organized to follow the attached organization chart. As you read the chart from the top down and from left to right, each box on the chart is discussed in the report. The chart is simply an expansion of the chart drawn by Mr. Bofferding with the exception of a few changes which I feel better meet the organizational needs of the County. At the end of the report I have summarized the actions which I recommend be taken immediately as our first round of implementation.

Writing this report has forced me to structure my thinking about the goals I should be working toward as your County Manager. I hope that it will serve as a tool to help you recognize your options and select your priorities as the County's elected leaders.

As we discussed in the initial budget review yesterday, the County's financial resources are severely restricted this year. Many needed changes cannot be implemented because there is not enough money. By the time the County has the resources, the environment will have changed and some structure other than the one described in this chart and report will best serve the needs of the County's citizens. Consequently, this document should be continually reviewed and revised as Beaufort County grows and changes.
Memo to Council
April 27, 1976
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Although I have consulted with other officials on some parts of this document and followed Bofferding's report in preparing it, I alone am responsible for its contents. I am confident that citizens, County elected officials, board and commission members, department heads, and councilmen will all disagree with parts of it. I recommend that you solicit and carefully consider these conflicting opinions. The opinions I have expressed in the report are frequently based on only limited information. I spend every day and night working with and worrying about Beaufort County, but I still am a long way from knowing everything that is going on. I am confident that many of my predictions will turn out to be wrong, that some of my recommendations are not the best choices for the County, and that in a few cases my statements about what is going on right now in County Departments are simply not correct.

Final Note

One of my recurrent fears in working on this document is that it will be interpreted as an effort by Zumwalt to grab power and build an empire. I do not know what to do about the charge. I believe as Bofferding states that Beaufort County will never be a well managed governmental unit until independent departments are minimized and there is a direct accountability to the Council for all functions. The only defense I can make to the charge of empire building is that before a centralized governmental structure like the one proposed in this report is fully developed, someone else will be the Beaufort County Manager.

Sincerely,

James W. Zumwalt
County Manager

JWZ:nm

Attachment
KEY
-///- Governed by Independent Commission or Official

Presently Independent Department; change to Direct County Dept. Recommended
//// Recommended Positions
* Denotes Board or Commission
Others (continued)
Penn Community Services
Beaufort Museum
Historic Beaufort Foundation
Beaufort County Open Land Trust
Hilton Head Public Service Council
Hilton Head Community Association
Lowcountry Regional Planning Council
Hilton Head Chamber of Commerce
Beaufort County United Way
Water Festival Corporation
Regional Manpower Board
Speech & Hearing Clinic
Lower Savannah River Interstate Coordinating Committee

Bofferding recommends that the Manager's span of control be reduced by creating "super department heads" or division chiefs and inserting them between the manager and the operating departments. The attached organization chart carries Bofferding's recommendation to its logical conclusion by arranging the County's departments in five operating divisions and creating five Division Chief positions in addition to the Planning Director and Assistant Manager positions.

The chart shows two categories of departments under each division chief. The departments connected by a solid line should be directly under his control. The departments connected by a broken line would maintain a large measure of independence, but their primary point of contact with the County would be through the Division Chief and he would be responsible for coordinating their activities with the operations of the other departments in his division.

Several of the boxes on the organization chart are shaded in with cross hatches. These boxes represent proposed departments or positions to be created at some future date.

Each department on the chart with an asterisk in its box operates with the assistance of some sort of citizens board, commission, or committee. There are 57 asterisks representing a citizens board or commission in 64% of the existing departments and agencies. One of the reasons that Beaufort County has been slow
to accomplish any dramatic changes in county organization or service delivery
is that in addition to convincing the employed staff members of the value of change
the Council has to overcome the turf protection fears of the citizen boards and
commissions.

MANAGER

Notes on Current Situation

-- The Manager has allowed himself to be spread too thin. His broad
span of control and contact dealing directly with over 100 departments,
agencies and officials has resulted in his working day being a constant
stream of interruptions.

-- As a result of being spread too thin, I am failing to do a lot of
things I should:

- I am not spending time with my family.

- I am failing to carry out my responsibilities to counsel, train, and help develop the County's staff members.

- I am not spending time with line department heads for the purpose of finding out in depth what they are doing and giving them support.

- I have not responded with appropriate speed to problems and projects Council or individual Councilmen want carried out but which are not beset with a deadline.

- I am not keeping up on my reading of professional material so that I will stay up to date on changes that will affect our County.

- I am failing to get some projects which could be handled by existing staff members with a little preparatory work on my part packaged and assigned to staff members.

- I am not carrying out my long range planning responsibilities.

- My most significant failure to date as County Manager has been my failure to centralize and systematize the County's financial management system. The second greatest failure has been not explicitly defining the responsibilities and authority of each staff member. This paper is a major step forward in dealing with both problems.
-- On the bright side, I believe I have done several important things well:

- Although specific foul-ups have and will occur simply because of the volume of material being handled, I think that I have done a good job keeping the Council informed about what is going on.

- Similarly I think I have done a fair job of keeping the County staff and interest groups informed about what is going on, primarily through the medium of the Council Action Report. I have done a fair job of packaging information on items for Council decision-making so that you have had the facts you needed for making judgement.

- I have become better at giving a competent staff member a project and letting him handle it on his own. I am also gaining experience in testing the abilities of under-utilized staff members by assigning them special projects.

- I have done a good job of helping the Council maintain for the County a reputation for openness with the press.

- I have done a good job of taking care of the most important fire drills...of determining which nuisance problems will snowball and get worse if they are not dealt with at once and then spending time on them. A good part of this success is due to the Chairman's political sensitivity and guidance.

- I have done a fair job of keeping up the County's contacts with the state bureaucracies and a good job of maintaining our contacts with adjacent governments and regional bodies.

- I think I have done a successful job of winning the respect of both the Council and the County staff for carrying out my responsibilities in a fair and evenhanded manner.

Predictions

-- As the County moves toward building this proposed organization structure the Manager will be accused of empire building.

-- An adverse effect of more clearly defining the duties of each County department and official as recommended in this report is that the manager will become more isolated from direct Citizen contact and each County employee will find it easier to respond to a citizen with a problem that responsibility for that kind of problem is not in his job description. In the future one of the primary responsibilities of the Manager will be to assure that the County bureaucracy reacts to citizen needs as a caring organization.

-- As I feed opportunities to skilled employees in an effort to develop the abilities of talented employees I will be accused of playing favorites.
Manager (Continued)

-- My ability to perform the job as your County Manager will improve. One of the reasons I have chosen a career in local government administration is that it offers exceptional opportunities for continuous learning. During my two and a half years in Beaufort I have not only increased by knowledge from on-the-job experiences in areas like library administration and audit procedures, but I have similarly increased by skills in areas like selecting employees and utilizing staff.

-- By 1980 I will be gone from Beaufort County. I am of the opinion that in most cases a professional local government administrator should limit his tenure in a position to a minimum of three years and a maximum of about seven years. I set the minimum because it takes a certain amount of time to learn enough about a community to be effective in it and to establish any programs that will have a permanent impact. I set the maximum for two reasons. First, an administrator in the same environment for an extended period of time tends to grow stale. Second, a long tenured administrator can become a threat to local government.

I believe that local elected policymakers must be supported by a strong, professional, administrative staff if they are to be effective. But at the same time I recognize that there is a constant danger of the appointed administrator gaining such complete power through his monopolization of the sources of information about the government that he usurps the authority of the elected policy board and turns it into a rubber stamp group. Both the Council and the administrator must remain sensitive to this danger at all times and guard against letting the administrator supplant the Council, but the danger becomes more acute as Council seats change through the elective process and the Manager becomes senior to the members of Council in tenure. Consequently, to protect the democratic integrity of local government I believe a professional manager should change positions about every seven years.

Actions

-- Council and County staff members should review the preceding notes on the current situation and give the Manager some feedback on whether they agree with his assessment of what things he is doing well and which he is doing poorly.

-- Establish the proposed Assistant to the Manager for Staff Services and secretarial pool so that Nancy Markovich can be freed from her Clerk to Council duties and "devote her total effort to aiding the County Manager in his efforts to coordinate and supervise County Administration" as recommended by Boferding.

-- The Manager should make greater use of written assignments, memos, etc. In the past I have tried to handle a lot of communications over the phone because the backlog of work on Mrs. Markovich's desk imposes an average delay of about three days between the time a note is dictated and the time it is given to the recipient. Having Mrs. Markovich free to process my correspondence quickly will increase my efficiency.
Manager (Continued)

-- I should structure my time more formally establishing regularly set periods during each day for scheduled meetings, unscheduled interruptions and visits from department heads, and uninterrupted reading, thinking and writing.

-- I should establish the practice of setting whole days aside to work on special projects and problems at some location protected from interruption.

-- I should establish the habit of spending a full day every other week with a County Department Head in his work setting for the purpose of coming to better understand his problems and responsibilities and learning how I can help him do a better job.

-- The Manager's working space and tools should be improved. My car should be equipped with radios covering all County operating frequencies. The Manager's office layout should include a decent looking, uncluttered area with a conference table, blackboard, bulletin board, map and project control data display for meeting with staff members, Councilmen, and citizens. Immediately adjacent should be a private desk working area.

-- We should devise a more frequent mechanism for Manager goal setting which includes Council involvement. I would suggest that a small Council Committee be given the responsibility of meeting with the Manager quarterly and helping him decide what he is to accomplish during the next three months. At the end of each three months the committee should meet with the Manager, review what success he has had with the list of goals for the quarter and set the list for the next quarter.

-- The Manager should lay the groundwork for the County-wide management by objectives goal setting process to be administered by the Assistant County Manager as recommended by Bofferding.

-- Council should authorize filling all of the recommended Division Chiefs and senior staff positions as soon as budgetary constraints will allow creating the positions.

-- As soon as the first two or three senior staff positions are filled I should start operating through the "Manager's Policy Council" recommended by Bofferding.

-- The Drafting of Policy Manuals as recommended by Bofferding is too important a task to let ride until we can afford to fill the Assistant County Manager position. I should try to get the manual writing started using the most talented intern we can attract.

-- Council should establish a regular procedure for Manager evaluation. I am not sure what type of evaluation procedure would be most effective. Richland County Council sent a list of questions to all the officials their Manager dealt with regularly. It would be fun for Council to experiment with employing a couple of experienced local government managers from outside the area to come in on a two or three day contract to make a peer review evaluation. ICMA is preparing a publication of the matter. I will provide you with copies as soon as it comes out.
PLANNING

Comments

I agree with Bofferding that Beaufort County can expect phenomenal future growth in population, jobs, and demands for governmental services. We will need a strong professional planning capability to protect our environment and rationally meet the challenges of future development. I also agree with his assessment that all units of County government need future plans but little has been done by them to achieve needed plans.

In my opinion the County has not received an acceptable return on its investment in in-house planning capability. The following two lists illustrate the basis for this judgement.

Bofferding's report contained a list of the comprehensive planning elements completed by the Beaufort County Joint Planning Commission. I have added to the list the source of the staff work for each of the studies:

1. City of Beaufort Development Plan -- SCDOA, Buddy Thompson
2. City of Beaufort Neighborhood Analysis -- SCDOA, Buddy Thompson
3. City of Beaufort Urban Beautification Plan -- Consultant
4. City of Beaufort Central Business District Study -- JPC Staff
5. City of Beaufort Open Space/Recreation Plan -- JPC Staff
6. City of Beaufort Zoning Ordinance -- SCDOA, Buddy Thompson
7. City of Beaufort Subdivision Regulations -- SCDOA, Buddy Thompson
8. Beaufort County Reconnaissance Survey -- SCDOA
9. Beaufort County Population and Economy Study -- SCDOA, Buddy Thompson
10. Beaufort County Existing Land Use Survey and Analysis -- SCDOA, Thompson
11. Beaufort County Area Transportation Study -- State Highway Department
12. Beaufort County General Land Use Plan -- Consultant
13. Beaufort County Public Administrations Study -- SCDOA
14. Beaufort County Subdivision Regulations -- JPC Staff
15. Beaufort County Initial Housing Survey and Analysis -- SCDOA
16. Beaufort County Building, Electrical and Plumbing Codes -- Manager
17. Hilton Head Island Thoroughfare Plan -- Consultant
18. Town of Port Royal Development Plan -- JPC Staff
19. Hilton Head Island Street Names and Address Renumbering -- JPC Staff

The following list is a selection of planning related projects which the Joint Planning Commission staff was not involved in to any significant degree:
Planning (Continued)

-- Bond issue road paving proposal -- Manager and intern
-- County CDA applications -- intern with help on latest application from JPC staff
-- Study and negotiations in anticipation of applying for Section 201 and 208 projects -- City Manager, County Manager, LRPC Director, and B/J Water Authority Director.
-- Farmers Home loan for Ladies Island/St. Helena Island Fire District -- District Commissioners
-- EMS Development -- Manager, Citizen Board and LRPC Health Planner
-- Joint Emergency Communication proposal -- County Manager
-- Original Alcohol & Drug Abuse Plan -- County Manager, LRPC Public Safety Planner, and Commission members
-- CETA Manpower utilization Plan -- County Manager
-- Ladies Island and St. Helena Island Water Service -- Water Authority Director
-- Telephone system study -- Purchasing Agent
-- Joint Library Facilities -- Consultant, Councilman Keyserling, Manager and Librarians
-- 911 Emergency Number -- Sea Pines/Forest Beach Fire Chief
-- Blue Ribbon Committee on Education Facilities -- Committee Members
-- Group Home -- Consultant and Citizens Group
-- Mapping and cataloging of County real property -- Gerhard Spieler
-- Rural Transportation Proposal -- Consultant, Assistant to Manager, LRPC Staff and assistance on last rewrite from JPC staff
-- Revenue Sharing Impact Report -- Assistant to Manager and LRPC staff member
-- Council priority setting tool -- County Manager
-- County Administrative Study -- Consultant and Manager

I am not sure why the Joint Planning Commission Staff has not been more productive. I suspect all of the following reasons play a role:

-- The failure of the County and Municipal Councils to set work priorities for the Commission.

-- The practice of scheduling detailed review of almost all planning staff work by the citizen's commission.

-- My failure to keep the Planning Staff up to date on Council and County Administrative Staff projects and to solicit their assistance.

-- The training and capabilities of the Director.
Planning (Continued)

Notes on Current Situation

-- I accept as a matter of faith that having a Joint Planning Commission composed of city and county citizen appointees is in the public interest. The Joint Planning Commission should be maintained and protected.

-- The Planning Commission is a dedicated group which invests an extraordinary amount of time in its work.

-- Although a great number of Beaufort County planning documents have been written, relatively little field data about housing, land use, family economics, etc. have been collected in a form that is useful to County decision makers.

-- The Development Standards Ordinance which the Planning Commission and staff have been working on does not presently contain some control provisions which the community needs. Provisions to protect environmentally sensitive areas cannot be included in the initial ordinance because the field work and mapping to designate those areas has not been done. The ordinance does not contain any provision to protect the homeowner who invests his savings in a $50,000 home from having a mobile home set up on the lot next to him.

-- The Planning Commission is using a portion of the County's Coastal Zone grant to add a Planning Technician/Draftsman to its staff.

-- HUD 701 funds, the only other grant funds presently coming to the Planning Commission have been cut back dramatically. The County may receive none next year.

-- Areas of responsibility between LRPC and the JPC have not been clearly defined and coordination between the two entities has been weak.

Predictions

-- The proposed development Standards Ordinance and Sign Control Regulations will be politically difficult to adopt and administratively difficult to enforce.

-- The Planning Commission is already spending a good deal of time in reviewing developments under the subdivision regulations. This time requirement will increase when the Development Standards Ordinance is adopted.

-- No matter what structural arrangements are made for the County Planning staff, the professionals on the staff and the County Manager will have to work constantly to maintain an appropriate balance between planning and administrative responsibilities. If the planners are too isolated from daily administrative problems of the County, their talent and knowledge will not have any impact on the day to day decisions which determine the growth and development of the local government. If, on the other hand, the planners are constantly at the manager's call to handle daily problems,
Planning (Continued)

they will never have time to collect data and complete major planning projects.

-- I believe the following chapter from a current City Planning text describes the type of planning capability and activity Beaufort County should work to develop.

CONTINUOUS MASTER PLANNING?

What must gradually replace the grand master plan delusion and the after-the-fact type of city plan is continuous master planning, in which certain elements of the city are projected far into the future, others for the middle range, some short-range, and a few not at all. The master or general city plan is not a document which emerges from some mammoth crash program of total effort, revelation, and resolution – to be sporadically altered until another productive spasm can be afforded years later. It is always up-to-date as necessary.

No pretense is made that it is an intellectually or analytically complete statement at any given moment. Rather, it is the continuously changing representation of what the city can and intends to carry out with respect to its future. Specific plans and programs are formulated for those municipal functions, elements, or projects which are of such nature or are sufficiently circumscribed that they can be analyzed with the necessary precision and reliability. Different municipal utilities illustrate functional systems which can be planned separately with precision, but less exactly as they are combined into larger subsystems of the total system constituting the city as a whole. Tax policies or new technologies cannot be forecast and planned as reliably as the physical system or facilities they may vitally affect. Thus, public education is financially threatened because of its dependence on the real property tax, and a municipal water supply or mass transportation system may require revision or warrant replacement as the recycling of waste water is made technically feasible in the first instance, and new types of vehicles become practical in the second.

City planning must incorporate analytically current information, conditions, and decisions to a much greater extent than is now the case. Longer-range plans must represent the outcome of a succession of actions and anticipations rooted in the past but beginning or continuing in the present. To formulate longer-range plans without working out their derivation from the present through the intermediate future is analytically invalid as well as indefensible in practice. On the other hand, city planning certainly cannot assume the operating functions of municipal departments such as finance, building and safety, traffic, public works, or social welfare. Day-to-day management and long-range planning for each such vital function constitute a full-time task. City planning is the central mechanism for synthesizing the operations, budgets, and plans of separate municipal departments with relation to the total city system and its projected future. In this particular respect, the master city plan and the corporate business plan serve the same purpose of coordinating the plans of different groups, divisions, or departments in the organization.

Master planning must encompass the spectrum from the past, to the present, toward the distant future: obligations and commitments from the past, immediate needs and long-range objectives, tactics and strategy, certainties and uncertainties. Some elements, such as freeways and primary water-supply lines, are projected fifty and more years into the future. Some, such as land use in certain areas, may not be planned more than five years ahead. Others, such as changes in restrictions on outdoor advertising, in the policies of private lending institutions investing in urban land and real property, or the forms of government subsidy and incentive, may at times be difficult or impossible to forecast.
The city plan must incorporate information and projections for each principal urban element separately, and portray their synthesis into a combined pattern of actions and objectives over time for the best benefit of the city as a whole. It must be maintained and displayed in such form that it can be revised regularly, and completely and quickly changed when need be. Above all, it must always be sufficiently up-to-date to serve as the basic analytical simulation of the municipality and the official reference for discussing and deciding many different matters. It is “ahead of the game” rather than “running to catch up.” To function in these ways, the master city plan cannot be so restricted by legislation requiring needless and prolonged formalities that the necessary combination of fixed objectives and flexibility is impossible. It will probably include budgets for one or two years, operating plans for two to three years, and longer-range projections, policies, and plans for various periods in the future. Rather than the booklet or brochure which has been the accepted way in the past of expressing and using a master city plan, it must in the future be a far more flexible and versatile simulative device, similar to the “planning rooms” of many large corporations and — on a larger scale and more as an operational than advance planning mechanism — to the NASA spaceflight center familiar to millions of television viewers. Eventually, simulation for city planning purposes may be handled entirely on output-display devices connected with electronic computers and videotape storage, but this will be some time coming.  

MECHANISM OF CONTINUOUS CITY PLANNING

Figures 2.1, 2.2, and 2.3 illustrate the new form of city planning which must develop if the endeavor is to be effective. Both the form and content of this continuous master city planning are very different from present practices. Figure 2.1 portrays the central mechanism of analysis, display, and decision. In the main part of the installation, discussants, participants, or audience are surrounded on almost three sides by sliding wall panels containing the core information and analysis most essential to planning the city. The recommending or decision-making body and staff are on a slightly raised dais at the end of the room opposite the projection room and the doorways on each side of it. Two portions of the analysis-display wall, which encompasses this slightly raised space on three sides, can be swung out as shown for easier viewing by those seated in the fixed seats and by those on the platform also. The fixed seats are wide enough or swivel to allow the occupant to turn partly to either side and view the side panel walls more directly. The side aisles are wider than usual to allow small discussion groups to stand comfortably in front of analysis-display panels placed in the side walls.

Next to this auditorium type of room and connected by the door at the rear of the dais is space for staff meetings, analysis, and maintenance of the master plan. Here, staff groups can meet at the same time the main room adjacent is in use, or people can gather less formally and in somewhat larger numbers around the table for working sessions of many sorts. Connected with this staff space is the third room for master plan maintenance. Here, desks and files are arranged to facilitate work directly on the analysis-display panels as they stand in the wall space built to contain them. By creating and maintaining the displays directly on the panels in this upright position, inflexible and costly drafting and redrafting are avoided, as well as the delays of continually transporting the panels to and from another location where more formal drafting is possible.

It will have been noted in examining Figure 2.1 that provision for analysis-display panels is made in most walls throughout the installation. These walls contain tracks with rollers at intervals making it easy to slide the panels back and forth. Since there can be as many as six of these tracks, transparent or overlay-type panels can be slid in front of an opaque “base” or reference panel behind. Or a number of panels of any sort can be placed side by side in the same or adjacent tracks. Many superpositions or groupings of the analysis-display panels are possible without moving them to different tracks, but the wall recesses are designed so they can be shifted readily from one track to another. The walls of
Figure 2.1  Continuous Master City Planning: Central Mechanism of Analysis, Display, and Decision
both sides of the main auditorium room are designed so that panels may be placed and moved from either side of the wall. Thus, staff can manipulate panels facing the fixed seating from the staff space on the other side of the separating wall; or they can reach through, remove, and reverse panels which have been used in the main room for reference and study from the staff side. In similar fashion, panels can be shifted in the wall between the main auditorium room and the side corridor so they can be seen from either side. In this way, certain analysis-display panels can be used to provide advance information to people in the corridor outside, or serve as changing “exhibits” drawn from the master plan. Between the main and the master plan maintenance rooms is wall storage for standard-size panels which are not kept in the display wall recesses. Another storage space in the master plan maintenance room, so labeled in Figure 2.1, is for oversized panels twice as wide as the standard module of three feet; these are more convenient for the presentation of some statistical data. At least 300 standard-size panels can be displayed in the space shown in Figure 2.1. If ease of rearrangement were sacrificed by filling the wall-recess tracks leaving little unoccupied space, over twice this number could be maintained. As discussed below and shown in Figure 2.3, 200 panels would probably be the maximum needed or feasible for a continuous master plan for a city such as Los Angeles.

Locations are designated for computer consoles in both main auditorium and staff study rooms. As more information can be absorbed and utilized in the process of analysis and decision-making, computer consoles can be used for data retrieval, display, and manipulation. The information could be shown on movie-size screens so that it can be seen by everyone in each room. In time, the entire mechanism described in Figure 2.1 might be replaced by highspeed electronic analysis and display — but not before decision-makers can absorb and use it, because otherwise it is largely wasted.

The panels in the rooms constitute the official master city plan. When part of this needs to be issued so that it can be kept and used elsewhere — for example, proposed district plans for local review and reaction — the panels with this material are photographed and reproduced as a brochure. The size of the panels — 36 by 52 inches — is selected so they can be carried by one person and transported behind the front seat of the average-size automobile. City councilmen, other officials, and private groups or persons may not wish or be able to come to the planning center, but may be willing to receive material if it is brought to them.

The panels are of two types: opaque and transparent. The latter, of course, are slid in front of other panels to permit direct comparison of information by this superposition. If the information shown on one transparent panel does not prevent seeing through it to the next panel behind, as many as four superposed panels may be correlated. Opaque panels can be hard-surfaced to receive “stick-on” graphical materials which can be changed over and over again, or grease pencils and wick pens which can be erased easily. Panels can be surfaced with metal so that materials with magnets attached to the back may be moved about on the vertical surface almost as easily as on a horizontal surface. When maximum ease of rearrangement or tentative placement assist the analysis, magnetic panels are helpful. “Menu” boards are another kind of opaque panel, particularly suited to statistical arrays of many types. With reusable plastic letters and numbers, numerical material can be quickly set up and maintained. As has long been recognized, panels with a blackboard or greenboard
CONTINUOUS MASTER CITY PLANNING

surface for chalk cayons are uniquely suited to “chalk talk” or the instantaneous expression or notation which is so important when exploratory analysis is under way. In some planning rooms, an entire wall surface is made available for use as a blackboard, providing the very large surface which is indispensable at times for the uninterrupted formulation of an idea or working out a complicated program or procedure.

The way in which a city can be subdivided for its representation on analysis-display panels is shown in Figure 2.2 for Los Angeles. Since Los Angeles covers one of the largest municipal areas of any city in the world — 465 square miles — it is a rigorous test of the practicality of continuous master planning as envisioned here. Each rectangle in Figure 2.2 without diagonal line(s) is a portion of the city portrayed on a panel, 36 by 52 inches. The smallest rectangles are enlarged the most to fill the surface of a display panel, and are therefore at a larger scale than the rectangles encompassing larger areas of the city on the ground, which must be at a smaller scale to fit on the panels. The following table taken from Figure 2.2 indicates the number of panels required to depict Los Angeles cartographically at four different scales and ground-area coverage:

<table>
<thead>
<tr>
<th>Designation</th>
<th>Number Needed</th>
<th>Panel Size (In.)</th>
<th>Scale</th>
<th>Ground Coverage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Citywide</td>
<td>1</td>
<td>36 x 52</td>
<td>1 in. = 4800 ft (0.91 mi)</td>
<td>32.8 x 47.3 mi (1551.4 sq mi)</td>
</tr>
<tr>
<td>Section (A-G)</td>
<td>7</td>
<td>36 x 52</td>
<td>1 in. = 1600 ft (0.30 mi)</td>
<td>10.8 x 15.6 mi (168.5 sq mi)</td>
</tr>
<tr>
<td>District (1-22)</td>
<td>22</td>
<td>36 x 52</td>
<td>1 in. = 800 ft (0.15 mi)</td>
<td>5.4 x 7.8 mi (42.1 sq mi)</td>
</tr>
<tr>
<td>Area (1-82)</td>
<td>74-82</td>
<td>36 x 52</td>
<td>1 in. = 400 ft (0.075 mi)</td>
<td>2.7 x 3.9 mi (10.5 sq mi)</td>
</tr>
</tbody>
</table>

Naturally, as the scale increases the number of panels needed to cover the entire city increases also. Thus, at the largest scale suggested above of 1 inch = 400 feet, between 74 and 82 analysis-display panels are required to portray the entire city. Whether it is the smaller or larger of these two numbers which is needed depends on whether small areas of the city “left over” from an adjacent panel are shown as an “insert” or supplement on this adjacent panel, or another entire panel is used to display the very small area. In Figure 2.2, places where this choice exists are indicated by a single diagonal line in the rectangle, for example numbers 38, 39, 54, and 73. The rectangles with two crossed diagonal lines are not part of the master plan because they are beyond the city limits, but they are part of the surrounding metropolitan background.

Citywide panels would naturally be used to analyze and view the city and its elements as a whole: transportation, utility, and facility networks; land use pattern; centers of activity and growth; metropolitan-regional developments affecting the city; and the like. Panels showing the city in seven sections permit the greater detail possible at a scale three times as large, and still include enough ground area (168 square miles) for various subsystems to be shown and studied. Area panels provide the largest scale and the level of detail needed for zoning and other decisions involving individual properties of small size. Since each of these panels displays only 10 square miles, so many of them are required to cover the entire city that it is not feasible to maintain more than one such set of between 74 and 82 panels — not only because they must be brought up to date regularly but because of
Figure 2.2 Continuous Master City Planning Panels
cost, storage space requirements, and the importance of quick accessibility. When scale and coverage intermediate between those of the section and area panels are needed, the city can be shown additionally by 22 district subdivisions. Most cities will require far fewer analysis-display panels than Los Angeles.

Figure 2.3 illustrates categories of core information which might be maintained in continuous master city planning. It indicates whether this would be displayed on opaque or transparent panels, and at what scale and coverage. For the most part, it is suggested that opaque panels compose the background for transparent overlay panels containing most of the information which is revised regularly. In this illustration, district panels are not used. Recycle times vary from every week to yearly, depending on the need for closely up-to-date information, its availability, and cost. Also indicated in Figure 2.3 are the areal or spatial units for which information is maintained, along with projections into the future and historical data concerning the past. Some panels carry statistical arrays and other graphical expressions such as trend lines, bar charts, and the like. Finally, the correlations between different categories of core information which might be the most useful in observing, analyzing, and planning the city are identified. Some of these would be shown by observing one or more transparencies superposed one on top of another or in front of an opaque base panel. Others would be maintained by statistical comparison, ratio analysis, mathematical models, and other methods. The core information selected for Figure 2.3 is illustrative or suggestive only; some cities might choose quite different information for their continuous master city planning. What is shown in Figure 2.3 requires 81 opaque panels, 158 transparent panels, and 4 for statistical arrays – a total of 162. The master planning mechanism depicted in Figure 2.1 is designed to handle many more than this number.

There is a limit, of course, to the core information and analysis which can be processed, maintained, and conceptualized for regular reference and decision-making. How this is organized and carried out is clearly crucial to successful city planning, for decisions are only as sound as the information and analysis on which they are founded. Undoubtedly, the specific information maintained and the particular ways of handling it will vary considerably among different cities, but there are basic requirements which must be met by all mechanisms for continuous city planning. Only that data is incorporated which has the requisite reliability, can be updated as frequently as needed, is critical to the most important decisions to be made, and is understood and absorbed by those directly involved. Most important of all, information and analysis are introduced into the mechanism of continuous master city planning only as fast as they can be formulated and interrelated with the data and analysis already incorporated. At all times, the total construct of material must be meaningfully interrelated analytically, and presented clearly enough for decision-makers to make conscious use of it all together, as their main means of evaluation and conclusion. Any device of collection, storage, processing-manipulation, analysis, or display can be employed which contributes to meeting these basic requirements.
## CATEGORIES OF INFORMATION

### Conceptualization-Display-Analysis

<table>
<thead>
<tr>
<th>Description</th>
<th>Display Base Panels</th>
<th>Transient Panels and Overlays</th>
<th>Other Panels</th>
<th>Conclusion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Map/Photo</td>
<td>×</td>
<td>×</td>
<td>×</td>
<td></td>
</tr>
<tr>
<td>Plan/Design</td>
<td>×</td>
<td>×</td>
<td>×</td>
<td></td>
</tr>
<tr>
<td>Statistics</td>
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<td>×</td>
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</tr>
<tr>
<td>Analysis</td>
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**Information Category No.**

<table>
<thead>
<tr>
<th>Category</th>
<th>Description</th>
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</thead>
<tbody>
<tr>
<td>0</td>
<td>Supplemental Notes:</td>
</tr>
<tr>
<td>1</td>
<td>Size of all panels = 30&quot; x 30&quot; (3 x 4&quot;)</td>
</tr>
<tr>
<td>2</td>
<td>Scale: 1&quot; = 5000' (300 miles); single panel includes city</td>
</tr>
<tr>
<td>3</td>
<td>Scale: 1&quot; = 3000' (300 miles); 7 panels cover city</td>
</tr>
<tr>
<td>4</td>
<td>Scale: 1&quot; = 1000' (300 miles); 7 panels cover city</td>
</tr>
<tr>
<td>5</td>
<td>Interval when information is revised or renewed</td>
</tr>
<tr>
<td>6</td>
<td>Overlay at same scale as: C (Citywide), S (Section), or A (Area) panels</td>
</tr>
<tr>
<td>7</td>
<td>Information is maintained for: C (Citywide), S (Section), and/or A (Area) levels</td>
</tr>
<tr>
<td>8</td>
<td>e = Transparent Panel superimposed on Base Panel; + = different information of one category on 1 Transparent Panel shown on same horizontal line; ‡ = different information in different categories on 1 Transparent Panel (shown in same vertical column); ‡ ‡ identifies the categories of information shown on this Transparent Overlay, which are not listed consecutively in the chart. Transparent Overlays are attached to Panels and stored in drawers</td>
</tr>
<tr>
<td>9</td>
<td>G = Identifies statistical-type display panels which are not transparent</td>
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### POPULATION, HOUSING

<table>
<thead>
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<th>Number</th>
<th>Description</th>
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</thead>
<tbody>
<tr>
<td>1</td>
<td>Population Distribution: 18, 18-60, 60+; Major Ethnic Groups</td>
</tr>
<tr>
<td>2</td>
<td>Population Distribution: Income</td>
</tr>
<tr>
<td>3</td>
<td>Population: Growth, Decline</td>
</tr>
<tr>
<td>4</td>
<td>Residential Housing: Supply, Characteristics, Distribution</td>
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### LAND USE, TRANSPORTATION

<table>
<thead>
<tr>
<th>Number</th>
<th>Description</th>
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<tbody>
<tr>
<td>5</td>
<td>Land Use: Residences, Industry, Commerce, Institutional, Recreation, Transportation Routes</td>
</tr>
<tr>
<td>6</td>
<td>Ground Transportation: Freeways, Major and Secondary Highways; Rail</td>
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<td>7</td>
<td>Air Transportation: Airports, Heliports, Airways</td>
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### UTILITIES

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<th>Number</th>
<th>Description</th>
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</thead>
<tbody>
<tr>
<td>8</td>
<td>Water Supply: Main Lines, Secondary Systems, Reservoirs, Pumping Stations</td>
</tr>
<tr>
<td>9</td>
<td>Storm Drainage and Storage: Main Lines, Secondary Systems, Collectors, Plints</td>
</tr>
<tr>
<td>10</td>
<td>Solid Waste Disposal: Systems, Disposal Sites</td>
</tr>
<tr>
<td>11</td>
<td>Power-Electric, Gas, Other: Main and Secondary Lines, Plants, Stations</td>
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### FACILITIES, SERVICES

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<thead>
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<th>Number</th>
<th>Description</th>
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<tbody>
<tr>
<td>12</td>
<td>Education: Universities, Colleges, Schools</td>
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<tr>
<td>13</td>
<td>Health: Hospitals, Clinics, Sanitariums, Other</td>
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<tr>
<td>14</td>
<td>Governmental: Police, Fire, Parks and Playgrounds, Other, Administrative Centers</td>
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### ENVIRONMENTAL, POLLUTION, DETRIMENTAL

<table>
<thead>
<tr>
<th>Number</th>
<th>Description</th>
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</thead>
<tbody>
<tr>
<td>15</td>
<td>Physically Blighted Areas: Smog, Taint, Neighbourhood Deterioration, Other</td>
</tr>
<tr>
<td>16</td>
<td>Socially Blighted Areas: Crime, Delinquency, Drug Addiction</td>
</tr>
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</table>

### EMPLOYMENT

<table>
<thead>
<tr>
<th>Number</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>17</td>
<td>Employment: Distribution, Unemployment, Workers by Age and Ethnic Groups</td>
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<tr>
<td>18</td>
<td>Major Employment Centers and Sites: Areas, Plants, Places</td>
</tr>
</tbody>
</table>

### ECONOMIC, FINANCIAL

<table>
<thead>
<tr>
<th>Number</th>
<th>Description</th>
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</thead>
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<tr>
<td>19</td>
<td>Source and Application of Funds: Municipal, County, State, Federal</td>
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<tr>
<td>20</td>
<td>Economic Condition: Employment; S Volumes: Manufacture, Retail Sales, Construction, Other</td>
</tr>
</tbody>
</table>

### EFFECTUATION

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<tr>
<th>Number</th>
<th>Description</th>
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</thead>
<tbody>
<tr>
<td>21</td>
<td>Zoning: Residences (Multiple and Single Family), Industry, Commerce, Institutions, Recreation</td>
</tr>
<tr>
<td>22</td>
<td>Capital Works Programs: Municipal, Count, State, Federal</td>
</tr>
</tbody>
</table>

### Base Panels are kept up to date: Citywide map panels by cartographic revision, photomosaic Section and Area panels by new photography at least once a year. Further information is not scored to the surfaces of Base Panels, except temporarily to display a particular situation. Transparent Panels may have information applied directly to their surfaces. Transparent Overlays = displaying various information and stored in map drawers = may be attached to the transparent panels by aor. Other panels are for statistical type information: plain surface with slide on materials, menuboards, magnetic, etc. |

**Figure 2.3 Illustrative Core Information and Analysis for Continuous Master City Planning**
Planning (Continued)

Actions

-- Keep the Joint Planning Commission structure unchanged, but transfer the staff members to line County departments.

-- Council, in consultation with the Joint Planning Commission, should establish County work priorities for the Commission.

-- Council should designate as Commission work priorities only planning projects which would benefit from Commission review and recommendation to Council. Many items can be implemented by the Manager or presented to Council as soon as the planning staff work is completed.

-- Transfer Charles Gatch to the Engineering Department as staff engineer under the County Engineer.

-- Assign to the County Engineer responsibility for administering subdivision regulations and the Development Standards Ordinance. In addition to other responsibilities assigned by the County Engineer, Mr. Gatch will represent the Engineer in bringing developments before the Planning Commission for approval.

-- Assign Jim Carpenter as staff planner for municipal interests reporting directly to the City Manager but providing service to both Beaufort and Port Royal.

-- Restructure the intergovernmental agreement so that instead of contributing a percentage of the Planning Commission budget to the County the municipalities simply pay the salary and expenses of the municipal planner and the printing and other costs directly attributable to municipal projects.

-- If desired by the City, provide office space and limited clerical support for the municipal planner at County expense.

-- Assign Frank Herring as staff planner for County interests. He and the Coastal Zone Planning technician/draftsman under him will report to the County Manager.

-- Abolish the position of Planning Commission Director and assign Frank Herring to serve as the secretariat to the Commission. Herring will arrange agendas with the Chairman and provide secretarial services. Depending on the subject the actual planning work and review of material with the Commission will be done by the City Manager, County Manager, County Engineer, City or County Staff Planner, or County Division Chief.

-- As soon as budget allows, employ a County Planning Director on the Manager's staff. (Position Description Provided).
POSITION DESCRIPTION

PLANNING DIRECTOR

Responsibilities and Authority:

Staff position reporting to County Manager.
Serves as member of Administrative Policy Council.
Serves as County liaison with out of county planning groups including Lowcountry Regional Planning Council, Coastal Zone Planning and Management Council, Lower Savannah River Interstate Coordinating Committee, State Highway Department Planning Division, Palmetto-Lowcountry Health Systems Agency, Governor's Health and Social Services Council, etc.
Serves as secretariat to Joint Planning Commission.
Serves as resource to County Council in establishing community development objectives.
Responsible for developing and recommending updating changes in county land use control tools.
Responsible for developing a comprehensive county resource data base including information on land use, physical and exogenous characteristics of land, population, employment, housing, income and other economic indicators, traffic levels, etc.
Responsible for monitoring projections of population, labor force, county financial capability, health care needs, traffic levels, housing needs, public facility needs, etc. and preparing independent projections when reliable figures are not available from outside sources.
Responsible for providing planning staff services to all County departments and for preparing five to ten year development plans for all governmental departments and agencies in the County.
Responsible for providing technical assistance and staff support in grant preparation.

Qualifications:

Masters Degree in Planning and at least two years professional work experience. Academic and work experience in all of the following areas is desirable:

- Population studies
- Economic Analysis
- Municipal Finance
- Administrative Analysis
- Budgeting
- Transportation Planning
- Subdivision Control
- Human Service Planning
- Landscaping and park design
- Land Use Planning
- Land Use Control
- Public Facility Planning
- Public Utility Planning
- Environmental Impact Analysis
- Quantitative Methods
- Planning Law

Ability to express complicated concepts clearly orally and in writing.
Demonstrated success in developing plans which are implemented.
Demonstrated ability to coordinate wide ranging and disparate planning and information resources so that they can be effectively utilized by a local government.
DEVELOPMENT COMMISSION

Notes on Current Situation

-- The acquisition during the last year of the Parker White and the National Waterlife plants indicates that somebody is doing something right. In proposing any changes in the Development Commission operations, care must be taken to avoid destroying the source of our recent successes.

-- Mr. Eddie Boyer is superb at serving and selling industrial development prospects when they visit the community. It is my impression that most of the initial wooing to get prospects into the community in the first place is the work of the State Development Board professional staff and local notables like Senator Waddell and Lt. Governor Harvey. I suspect that this would continue to be the case no matter what skills or credentials the Development Commission Director had. I do not have a good feel for how direct a contribution the members of the Commission play in attracting new employers to the community.

-- Boyer sees the main responsibility of his office and commission to be bringing new employers to the community. They generally do not have a direct interest in expanding water and sewer lines, paving roads, establishing fire service, improving schools, or controlling land use unless a prospect raises concerns about one of these specific services in the area where he is considering locating.

-- I believe that the two Chambers' efforts to use the community's corporate retirees as an access to prospects is an extremely important project.

-- Neither Boyer nor the Planning Commission staff have developed the comprehensive and updated file of facts about the County for industrial prospects which is normally the first action of a new Development office. Boyer believes it is not worth the effort because prospects tend to distrust or ignore locally generated statistics.

Prediction

-- I expect Beaufort County to experience more dramatic growth than most of the conservative planning predictions project. This growth will be influenced by off-shore oil, I-95, City of Savannah growth, exposure of people from across the country to the Beaufort environment through visits to Hilton Head, and the end of discriminatory practices which will allow skilled migrant blacks to come home to local jobs. If these outside factors cause economic growth, the Development Commission will look successful no matter how good a job it is actually doing.

Actions

-- Boyer's responsibilities as Secretary to the Delegation have decreased as the Delegation has released more and more of its responsibility for local policy making to Council. In order to assure continuing close ties between Council and the Delegation, the Delegation should be encouraged to transfer their staff support responsibilities to the Council's Staff Services Officer.
Development Commission (Continued)

-- Mr. Boyer has provided a valuable service by taking over responsibility for staff support of the Aviation Board. However, the County's current problems with airport leases and the delays in completing airport masterplans and implementing improvements at the Ladies Island Airport reflect a failure to invest enough staff resources in dealing with airport problems. Boyer should retain his responsibility for county airports and work with the Aviation Board under the new direction of the Public Works Director.

-- Eventually the County Planning Director should be designated the Director of Planning and Development and the Development Staff should be made directly responsible to him. In the meantime, most of the contact between the Manager and the Development Commission should be channeled through the Planning Director.

-- If Boyer's Development Commission office were relocated, it could be served by the Staff Services Team instead of an assigned secretary.

-- In order to reduce the County Boards and Commissions, Council should investigate combining the responsibilities of the Development Commission and Aviation Board.
LOWCOUNTRY REGIONAL PLANNING COUNCIL

Notes on Current Situation:

-- The LRPC staff has been conscientious and successful in its efforts to serve the County government and to represent our interests in dealing with federal and state bureaucracies. We get good service for the money invested.

-- Thompson considers one of his primary responsibilities to be to respond to the staff support needs of the City and County administrators in the District.

-- I spend a good deal of time working with the LRPC Director and his staff members and relying on their assistance. The service return I get for the time invested is worth it, but less of my time would be required if I could rely on the County Planning Director to keep up the contracts.

Predictions

-- Both state and federal agencies find that it is easier to deal with the Council of Governments instead of 46 counties. Because it is convenient, important agencies directly affecting the lives of our citizens will to an increasing degree talk to the County through LRPC.

Actions

-- In order to maintain a channel of communication with the state and federal officials whose decisions directly affect the County citizens, both staff members and Council members must continue to maintain active involvement in LRPC's operations.

-- The Manager, LRPC Director, and Planning Director should work out a long range program of County development planning and define the areas of responsibility for each planning staff.
DATA PROCESSING

Comments

I am very pleased with the County's data processing staff and proud of their accomplishments. I feel that Denning Smith and his department have been subjected to criticism by individuals who had not taken the time to understand their accomplishments and problems and who did not have the experience necessary to appreciate them.

Mr. Bofferding's report is critical of the County's data processing operation:

-- Bofferding implies that the Department has no clear goals and that there has been no planning of its work to date.

-- Bofferding implies that the operations presently being performed by the Data Processing Department are cumbersome and of little value.

-- Bofferding recommends that no hardware changes be made until a comprehensive, long range data processing plan is completed.

-- Bofferding recommends that no attempt be made to use the computer to help straighten out the County's financial control system until a year or more of planning and development work is completed.

-- Bofferding recommends that the County consider switching from our in-house data processing operation to a service bureau arrangement with a Spartanburg firm.

I disagree strongly with all five of the above points.

1. Goals and Priorities

The goal of the County Data Processing Department is to develop into a local government service bureau equipped and staffed so that it is capable of providing data processing service to any local government agency in the County which finds automation of any of its operations to be cost effective. The department should operate on a revolving fund selling its services at cost. It should encourage the development of multi-purpose combined files, but not at the cost of seriously delaying the automation of manual processes.

If this goal is successfully met, five years from now there will not be small taxpayer supported data processing staffs and computers located in several agencies across the County.

Since the goal of the department is to respond to the demand of a number of relatively independent user agencies, we do not have a firm priority list of
Data Processing (Continued)

what project will go up next. We expect to complete most of the following projects during the next 12 months:

--- Implementation of County fund accounting package with partial General Ledger
--- Automation of leave records
--- Filing of personnel data for EEOC report
--- Expansion of data in Assessor property record file
--- Automated Form 406 preparation
--- Combination of City and County tax notice and collection
--- Assessor sales ratios reports
--- City Payroll
--- City Utility Billing
--- Public School student scheduling
--- School General Ledger and budgetary accounting
--- Expanded hospital financial records system
--- Vehicle utilization records
--- Combined libraries subscriber and book record system

2. Operations Presently Performed

Smith has been with the County two years. We have had a second professional on the data processing staff for just over six months. The following applications are running:

--- County payroll and payroll reports
--- School payroll and payroll reports
--- County tax bills
--- Municipal tax bills
--- County tax collection accounting
--- County tax allocation
--- Budget preparation workform
--- Personnel data budget workform
--- County current delinquent tax bills
--- County current delinquent tax collection account
--- County current delinquent tax allocation
--- County delinquent tax bills
--- County delinquent tax collection accounting
--- County delinquent tax allocation
--- County tax base analysis report
--- Vehicle valuation
--- TEC student scheduling
--- Hospital billing
--- Hospital accounts receivable accounting
--- Computer use and billing record system
--- Base assessor's property records with Act 208 classifications
--- Act 208 homestead and farm applications
--- Street address change notification
--- County accounts payable
--- Budgetary accounts control system
Data Processing (Continued)

All the above applications are running smoothly. All are performing the job required except the last, which both Boferding and the County auditors have appropriately criticized. The budgetary accounts program presently being used was put into use hastily a year ago to relieve paperwork and staff crisis in the Administrative Services Department. The manual system it replaced did not tie in to the Treasurer's ledger or provide adequate procedures for keeping track of transfers or grant funds. Neither does the stopgap automated system.

3. Hardware Changes

Computer hardware state of the art is changing so rapidly that any long range hardware acquisition plan would be outdated before the end of the planning period was reached. If we were buying the County's computer again today, we could get a machine that could do much more for a smaller investment. The only way to protect against this rapid change in hardware capability is to rent most items of equipment.

As the County department renders service to an increasing number of agencies it will have to acquire more powerful equipment. We can increase the capacity of the County Computer without having to reprogram all the applications put on it to date. By phasing the working hours of our operating staff we can complete at least the next fiscal year without having to consider upgrading the central part of the computer.

One equipment item which should be acquired as soon as possible are the drives to handle large reels of magnetic tape. The tape drive will rent for $10,000 a year and is needed for the following reasons:

A. All of our files and programs are on disks (the things that look like cake boxes). We have about filled all the disks we own and new ones cost about $300.00 apiece. One reel of tape can hold all the information on a ceiling high stack of disks. Since our disks are full, we do not have room for safety copies of our files and programs. Simply buying enough disks to keep safety of our main files would cost $6,000.00. We should rent the tape drives so that safety copies can be made of the information on disks.

B. Sorting large tax system files requires a full night's work of taking disks on and off the machine to shift information around since the whole file will not fit on one disk. The process is so complicated that only Smith can perform it. Since a reel of tape can hold the whole file, the keypunch operator can handle a full tax file sort with a tape drive.

C. Many sources of outside information come to the computer on reels of tape. To use the material on the Highway Department car tape or the Wildlife Department boat tape, Smith has to take the tape and a set of our disks to a service bureau in Atlanta.
Data Processing (Continued)

4. County Accounting Package

The Data Processing staff has loaded and tested a NCR prepared local government accounting program. When we get the Treasurer's general ledger united to the budgetary accounting system in the proposed Controller's Department, this program can automate the whole works and produce all of the financial control information the Treasurer, Manager and Council should require. Changing the Treasurer's system and uniting it with the budgetary system will be a substantial operation requiring at least a year with the Treasurer's cooperation as discussed in the Controller section of this report.

In the meantime, I intend to use this program to replace the inadequate budgetary accounts control system we are presently using. The change will not solve all our problems, but at least it will provide a means of controlling grant funds, tracking revenue sharing funds, and checking control totals more directly with the Treasurer's ledger.

5. Spartanburg Service Bureau

After hearing Bofferding's recommendation that the County consider switching to the Spartanburg Service Bureau, Smith, Rice and I visited Kershaw County which has used the Service Bureau since before I left and Lexington County which is in the process of switching from the Service Bureau to an in-house capacity similar to ours.

In Kershaw County we found that no significant improvements had been made to the tax system since I left. Their tax billing and collection system was comparable to ours. Total bills from the service bureau this year were expected to run $26,000.00 plus a charge for inputting the Act 208 classifications. Another service bureau which does their payroll has just announced a 50% increase in its service charge.

Lexington County has one of the Service Bureau's computers located in the Town of Lexington. The County Manager explained that among the reasons for their going in-house was a projected cost savings and an exception on their last year's audit which was due in part to the Service Bureau's work.

Other Comments

The Data Processing Department is vulnerable to criticism because its work is complicated and not easily understood. It is easy to blame foulups on the computer. A sequence which took place last year illustrates the point:

Under the old manual system the Auditor depended on some information the Treasurer's staff recorded when taxes were paid. When the tax collection system was automated the Treasurer decided it was no longer necessary to record the information and told his staff to quit. The Auditor still needed the information and had to do some extra work to get it from another source. The foulup was blamed on the computer.
Data Processing (Continued)

The story illustrates the need for thorough systems work before new automated systems are adopted. More importantly it illustrates the need for a common control over all the independent actors involved in a system and the need for each of those actors to make a continuing effort to talk to and work with each other.

The three offices involved in the County's tax system do not have a common head and at times do not work smoothly with each other. We have a tax system that works only because the Data Processing Department worked through many nights correcting foulups that occurred in a manner similar to the one above.

The organization structure proposed in this report addresses the problem of placing a common head over related work units and increases our ability to set priorities and plan systems before we implement them.
Data Processing (Continued)

Notes on Current Situation

-- We have implemented the budgetary portion of the new accounting package. The County staff is still gaining familiarity with the new tool and we are undergoing the confusion and irritants that accompany change.

-- The County has filed application with HUD for grant funds to establish an automated union catalogue for the County and school libraries and to add staff to expand the service bureau capabilities of the Data Processing Department. We are competing nationwide, for a small amount of funds, so chances of approval are low.

-- Beaufort County has been chosen to serve as a test county for a National Science Foundation funded state project to develop standard local government accounting systems. We do not know enough about the project yet to know what value it will have for the County.

Predictions

-- As soon as we get the County accounting system straightened out the Data Processing Department will be recognized as one of the County's most successful and effective operations.

Actions

-- Invest whatever support, time, and resources are necessary to make the automation of the County accounting system successful as soon as possible.

-- Approve rental of the tape drives, but otherwise make no staff or equipment additions to the Department in the coming year unless some grant funds come through.

-- Accomplish as many of the new applications in the preceding list as possible over the next 12 months. Set priorities according to the readiness of the service using agency to automate its operations, but stress responding to public school needs.

-- Implement the staff Data Processing Planning Committee recommended by Bofferdning.
ASSISTANT COUNTY MANAGER

Comments

I consider the recommendations regarding the Assistant County Manager position to be one of the best parts of Bofferding's report. The Assistant County Manager should be a fully qualified public administrator, preferably with a graduate degree and experience in local government administration and grantmanship. His responsibilities will include:

-- Establishing a county-wide program of Management by Objectives. He will help each department head set annual goals for his staff and monitor a reporting system to record each department's progress towards its goals. He will be responsible for preparing regular summaries of these department progress reports for Council.
-- Taking responsibility for high level research and project development.
-- Developing County policy manuals.
-- Serving as the County’s chief grantsman.
-- Acting as secretariat to the Manager’s Policy Council recommended by Bofferding. He will be responsible for assuring that the members of the senior staff are aware of each other's activities and will keep up with the suspense files on departmental assignments.
-- Acting as chief administrative officer of the County in the Manager's absence.
-- Directing a program of internal training for talented, promotable County Supervisors and Department Heads.

I have a strong personal interest in this specific item. Watching some of our more talented young department heads over the last few months I have observed that many of them have not developed a long list of valuable, learnable skills which I tend to take for granted. Once we get an Assistant Manager employed to help with the project, I would like to develop a year long curriculum of management skills and public administration knowledge and spend one night every other week conducting a management training school for interested administrators on the County staff.

Qualifications

-- Professionally qualified public administrator preferably with a Master's in Public Administration and with a minimum of two years experience in a highly responsible local government administrative position.
-- Ability to express concepts clearly orally and in writing.
-- Broad and successful grantmanship experience.
-- Extensive knowledge in many areas of public administration and local government service delivery.
-- Experience with organizational goal setting and performance monitoring programs.
Assistant County Manager (Continued)

I am the South Carolina contact official for the International City Management Association's "Minorities in the Profession" placement program. I anticipate that this nationwide program will be a major asset in recruiting for the Assistant County Manager position. I anticipate that the Beaufort County Assistant Manager position will serve as a training ground for future South Carolina city and county managers.
COUNTY ATTORNEY

Notes on Current Situation

-- Beaufort County is blessed in that it is served by a County Attorney who considers his job to be figuring out ways County officials can take needed action legally, instead of simply telling us reasons we cannot act.

-- We pay very little for the service we get, much less than the City of Beaufort.

-- Lad Howell is always busy trying to keep up with his private practice. Because of the time required to corner him and because of reluctance to bother him unnecessarily, the Manager and other County officials frequently make decisions on their own best judgement without checking with Howell for legal advice. Eventually someone will make a serious mistake as a result.

Predictions

-- In the not distant future the growth both of County operations and legal red tape affecting public business will force the County to employ a full time attorney.

-- In the next year or two a position of Assistant Solicitor for Beaufort County will probably be established.

Actions

-- In order to keep County staff costs down, postpone as long as responsibly possible the creation of a full time County Attorney position.

As an initial delaying step the County should offer clerical support to Howell for County business through the Staff Services Team.

Employment of a legal intern to work under Howell on County matters might be of value.

-- The possibility of sharing a fulltime attorney with the City should be explored.
INTERNAL AUDITOR

Comments

When Mr. Horne originally proposed establishing an Internal Auditor office, I envisioned an in-house CPA who could completely replace the County's reliance on outside auditing firms and who could take over the audits of many of the other public agencies in the County. Further investigation has convinced me that we cannot avoid having to pay for an independent CPA firm to prepare an independent County audit each year.

The cost of the annual audit can be substantially reduced. Unifying the County financial control system under the Controller as explained in the Finance Division section of this report will allow a substantial reduction. Creating the position of Internal Auditor will lower audit costs even more. The reduction alone will not be enough to pay the Internal Auditor's salary.

As I perceive the position, the Internal Auditor will spend about 1/3 of his time using accounting skills and 2/3 of this time using management analyst skills.

I envision the position being used in the following manner. The Manager in consultation with a Council Committee would establish a schedule of assignments for the Internal Auditor. As he gained experience with the County operations, the Auditor would recommend many of the assignments himself. A typical assignment might be distribution and retrieval of recreation equipment used in the summer playground program. Working with the department staff the Auditor would check the amount of equipment not recovered last year, review the procedures to hold the playground supervisors accountable for the equipment, and recommend in a written report new procedures which would improve the record next year. The department head would receive a copy of the Auditor's report and would in turn report the action he had taken to implement the Internal Auditor's recommendations.

Before the annual external county audit, the Internal Auditor would work with all affected departments to make sure they had their records and reports prepared for audit in advance.

One concern I have about the Internal Auditor function is that the County could place itself in the position of hiring a skilled staff resource to tell us things we are doing wrong before we employ other staff personnel with the skills to correct them. To avoid this dilemma and to reduce personnel costs, the County should explore structuring the Internal Auditor position so the person employed can play a direct role in designing and helping to implement new systems. In other words, the non data processing portion of the Systems Analyst function in Bofferding's report should be combined with the Internal Auditor position.

In order to spread the cost of the Internal Auditor position, the County should explore the possibility of creating a position which would jointly serve the County, School District, Municipalities, and Special Service Districts.

To my knowledge Greenville County is the only local government in the state to create an Internal Auditor position. The Manager there reports
Internal Auditor (Continued)

that the operational savings resulting from the work of the Auditor have more than recovered the cost of the position.
ASSISTANT TO THE MANAGER FOR STAFF SERVICES

Comments

This is a new position and a new department which encompasses three areas of responsibility:

- Providing County Council support as outlined in Bofferding's description of the Clerk of Council position.
- Managing miscellaneous central staff services presently provided through the Administrative Services Department.
- Implementing an exciting experiment in centralized clerical support for all County Departments which if successful will result in substantial savings in the cost of County operations.

1. County Council Support

-- The Staff Services Director will serve as the formal Clerk to Council as prescribed in the Home Rule Bill.

-- Under the Manager's direction he will supervise the preparation and distribution of the regular Council agenda package. The agenda package is a vital tool of the Council's decision making process. In the past it has come to the Council as a series of stacks of loose papers. It should be delivered each week as a completed document, indexed and bound in a binder.

-- With guidance from the Manager he will be responsible for getting the Council Action Report prepered and ready for distribution by Noon of the lst day after each Council meeting.

-- He will supervise preparation and proof the Council Minutes.

-- He will organize and conduct the Council's Very Important Person Program.

The VIP program is a simple idea being used by a couple of cities to increase citizen awareness of their local government. Once a month 10 citizens selected at random from across the County are invited by the Chairman to come as honored guests to the next County Council meeting. Just before the meeting the VIP citizens are shown a slide presentation about the county government and its services and given a briefing by a senior staff member about the items coming up on the Council agenda. Special seats are reserved for the VIPs in the Council Chambers and they are recognized during the meeting. After the meeting a couple of members of Council should take time to discuss their experience with the VIPs.

When Richard Harden visited the County last year he explained that the first step in improving local government is to increase
Assistant to the Manager for Staff Services

the number of people who are interested and who understand what is going on. According to the officials who have tried it, the VIP program is the best tool they have seen for making the man on the street aware of what is going on at City Hall.

-- He will be responsible for providing on call staff support services for Council committees, the County Delegation, and designated citizens committees.

2. Managing Miscellaneous Central Staff Services

-- The Staff Services Department will provide central control of Xerox machines, stamp machines, and similar central facilities.

-- The distribution box the Administrative Services Department has set up should be expanded into a central mail room so that the County can move away from the traditional structure of having a separate post office box and daily mail pickup trip for every County department.

-- As recommended by Mr. Bofferding the Staff Services Department should establish a central microfilm lab operating on a service bureau basis.

-- The Assistant to the Manager for Staff Services should serve as County grants and contracts officer. Once a grant is secured or a contract signed, he will be responsible for:

  • Setting up the file on the project.
  • Establishing a suspense file of all required reports and completion dates.
  • Advising the Purchasing Department and involved line Departments of all rules and restrictions imposed by the contract.
  • Advising the Controller of all financial record keeping and report information requirements.
  • Filling out and filing all periodic reports required in conjunction with the project.

3. Implementing Centralized Clerical Support System

I am convinced that Beaufort County can develop less expensive and more effective mechanisms for providing secretarial and clerical support services to its officials and departments. The Assistant to the Manager for Staff Services will be responsible for establishing an experimental program of improving these services by means of:

  • A central county switchboard
  • A word processing center
  • A central file for staff offices
  • A staff of crosstrained receptionists and citizen service clerks
Assistant to the Manager for Staff Services (Continued)

(1) Central County Switchboard

An office switchboard operator is generally a bottom level clerical worker with a pleasant voice whose duty is simply to route incoming calls. I envision a dramatically different image and set of responsibilities for this position.

The County's telephone operator is its first and most frequent contact with the outside world. He should be on the same skill level as the most alert, bright and quick members of the Services staff and be paid at an executive secretary level. The operator should serve as a County information officer and communications coordinator. He should be able to screen calls as Mrs. Markovich presently does for me, but he should provide the service for all senior County officials connected to the switchboard. He should be expected to know where all of the senior staff officers are at any given time, and he should be trained to answer many citizen information requests. The position will probably require a second backup operator at peak telephone traffic hours.

(2) Word Processing Center

The following excerpt from a City Management Association Report outlines the operating procedures of a typical word processing center. Beaufort County could start off with less sophisticated equipment and still provide efficient centralized typing service.

WHAT IS WORD PROCESSING?

"Word Processing" or a "Word Processing Center" is a designation for a sophisticated, automated typing and stenographic center. The designation of "secretarial pool" or "steno pool" is carefully avoided because of the stigma attached to the traditional pool concept by many secretaries.

Word Processing may be further defined as the transition of written verbal or recorded communication to typewritten or printed form.

Basically, most Word Processing systems work like this:

An administrator who wants to dictate a letter will pick up his regular telephone instrument, dial a designated number of digits, and dictate his letter. The letter will be recorded on a magnetic belt on a PBX Recorder located in a special room called a Word Processing Center. A Word Processing secretary will remove the magnetic belt from the PBX Recorder, place it on a transcriber, and transcribe and type the letter in draft form. As the letter is typed, it will be recorded on a magnetic tape or on a magnetic card. (Two basic types of equipment are available for this application depending upon the needs of the user. These are Magnetic Tape “Selectric” Typewriters (MT/ST) or Magnetic Card “Sselectric” Typewriters. Magnetic Tape “Sselectric” Composers (MT/SC) are also available for forms-design, printing, formatting, etc., if needs dictate, as is...
the Magnetic Card "Executive" Typewriter.

After a draft of the letter has been typed and corrections have been made, the proper stationery is entered to produce the final letter with the required number of copies. The paper is properly positioned by the secretary and the letter is "played out" on the automatic typewriter at a rate of more than 150 words per minute.

The letter is then usually hand-delivered by messenger to the originator who either signs it or makes changes. If changes are made, only the changes must be retyped because the original letter is still recorded on a magnetic tape or card.

Hard copy can also be delivered to the center for typing with the same steps of recording and routing to be followed, as outlined above.

The organizations that have implemented Word Processing Systems have found that this method results in improved quality, allows typing to be centralized, speed and quality in producing bulk mailings is vastly enhanced, and overall organizational efficiency is improved. Typewritten documents are produced three to five times faster than by conventional methods.

The secretaries who remain in the offices will be able to devote more time to administrative support since their typing workload will be significantly diminished, if not completely removed. These administrative support secretaries can also dictate into the center, thereby relieving their bosses of much routine work. A great deal of attention needs to be paid to properly organizing and classifying the administrative support secretaries, however. Now that they will be doing little or no typing, their jobs will change considerably and frustrations may develop.

The basic objective of Word Processing is to place the pressure of processing administrative paperwork on the system and not on the secretarial personnel in the organization.

(3) Central File for Staff Offices

As Bofferding points out, filing is uneven in the County. Some Secretarial staffs have time to clip and file every newspaper reference to their departments. The Manager's secretary operates with a six to twelve inch high stack in a to-be-filed box. Filing for any office of significant size is not a simple clerical task because it requires organizing a classification system that will prevent material from getting lost in the files.

-- The Staff Services Officer is charged with developing a centralized filing system that can eventually combine the files of:

-- County Manager's office
-- Present Administrative Service Office (excluding purchasing, payroll, and accounts payable files)
-- Planning Office
-- Delegation
Assistant to the Manager for Staff Services (Continued)

--- Development Commission
--- Budget Officer
--- County Attorney

--- In addition to the combined master file, the Services Staff will safeguard deeds, contracts, and easements and keep up Council Committee Assignment files, Board/Commission membership files, and the administrative library. If the Staff Services Officer can properly fill what amounts to an internal librarian function through the combined file service, we will end the practice of having one department waste time compiling information another department already has in its files. We will also minimize the indefinite storage of useless material.

(4) Staff of Crosstrained Receptionists and Citizen Service Clerks

The Hilton Head Courthouse Annex has illustrated that the County does not have to have separately trained personnel to register voters, fill out marriage licenses, issue trailer stickers, and receive building permit applications. The County can save on personnel and improve citizen service by stationing a crosstrained receptionist at the entrance to the office building who can direct traffic, answer citizen questions, and provide these types of simple clerical services.

The staff services team and particularly the word processing center will allow some offices which have enjoyed the services of an assigned secretary to function without the position. This loss of an assigned secretary will be vigorously resisted by the affected departments. Greater future savings will be realized by avoiding the creation of new assigned secretarial positions. Over the next year I expect to receive the following requests for new secretarial positions:

Manager -- 1 secretary
Planning -- 1/2 secretary to support expanded staff
Environmental Improvements -- 1/2 secretary
Vector Control -- 1/2 secretary
Comptroller -- 1 secretary
EMS -- 1/2 secretary
Magistrates -- 1 + 1/2 + 1/2 secretaries
Building Maintenance -- 1 secretary
Coroner -- 1/2 secretary
Internal Auditor -- 1 secretary
Budget Officer -- 1/2 secretary
County Attorney -- 1/2 secretary
Engineer -- 1 secretary
Community Services Division Director -- 1 secretary
Sheriff -- 1 secretary

Total -- 12-1/2 additional secretaries requested
Assistant to the Manager for Staff Services (Continued)

In an effort to further justify the concept of the Staff Services Department, the following paragraphs discuss the work of a typical County secretary:

-- Type

In the County bureaucracy there is really relatively little typing done compared to the number of typewriters around and the number of employees with secretarial duties. I would expect that on some weeks, Mrs. Markovich processes more pages of typed material than all of the other secretaries combined. To be done efficiently, typing and transcribing require uninterrupted concentration. Mrs. Markovich can spend a Saturday in the office alone and get out more correspondence than she can complete in five working days with their constant interruptions. A word processing center is more efficient than multi-function secretaries whose duties include typing.

-- File

The extent and quality of County file systems vary from department to department. I do not think that it would be practical to centralize the specialized files of the line departments. They will have to retain assigned clerks to help keep up their files. The Staff Services Director should be able to help line departments improve their filing systems and purge their files of outdated materials. The files of the County Staff Departments are frequently inter-related. Although the transition will be difficult, they should be combined.

-- Take Minutes

To do a good job of preparing minutes for the Council, Planning Commission, etc., a secretary must be familiar with the topics being discussed. It would not be efficient to rotate minute taking responsibility, but at the same time it is not necessary that the secretary who takes a group's minutes "belong to" that board or commission on a full time basis.

Frequently minutes are filled with unnecessary trivia and it would be more efficient to have an administrative staff member dictate a one-page summary of a meeting than to have a secretary transcribe five pages of dialogue. The Staff Services Director will be responsible for continually reviewing the utilization of his personnel and therefore will be in a position to push for this type of procedural change.

-- Screen Telephone Calls

This is one of the most important functions of an office secretary. The switchboard operator would seek to provide the service.

-- Screen Visitors

With the exception of the Manager's office and perhaps the Supervisor's office, this is not presently a very important function for most County Department secretaries because our department heads have little choice
but to see almost anyone who comes to their door. The function can be provided in part by the receptionist and Citizen Service Clerk members of the Staff Services Team sitting at the main entrance to County Office Buildings.

-- Provide Information to Visitors and Callers

This will be one of the hardest services to replace with a centralized secretarial staff because it requires being up-to-date on the latest happenings in the department. The goal will be to employ switchboard operators and receptionists who are sharp enough to answer visitor's and caller's requests for information from several departments instead of just one.

-- Keep a Calendar

To the extent that a secretary simply posts dates in a book and reminds her boss of appointments, this function can be easily replaced by the switchboard operator. To the extent that a secretary actually has responsibility for scheduling her boss's day, this function would be almost impossible to replace. See Administrative Assistant below.

-- Serve as an Administrative Assistant to Department Head

When a department head allows a secretary to use her own judgement in distributing the mail, responding to correspondence, setting appointments, and establishing priorities for the department head, the secretary is serving as an administrative assistant.

This type of service cannot be provided by a secretarial pool. If a department head is having his secretary serve as an administrative assistant, the County Manager should review the workload in the office and either replace the department head with someone who can handle the job on his own or authorize him to promote his secretary to Administrative Assistant at an increased salary.

-- Serve as a Handmaiden

Secretaries serve department heads by bringing coffee, watering plants, entertaining visitors, monitoring office gossip. One of the purposes of establishing the Staff Services Team is to eliminate handmaiden services.

The Staff Services Officer's responsibility in managing the Staff Services Team will not be simply a matter of mother-henning the clerical staff. He will have the important responsibility of setting priorities on competing requests for service, assigning who does what work, monitoring work quality, and discouraging unnecessary paperwork from all departments. He will be the Manager's prime advisor in determining whether a given County official has a legitimate need to retain a full time secretary assigned to his office, and in equalizing the paperwork flow in all County departments.
Assistant to the Manager for Staff Services (Continued)

Actions

-- The staff services concept proposed in this section will be difficult to implement until we get most of the County's office operations located together in the same building. The plans for the move back into the Prince Street Annex or into Robert Smalls Elementary should include space for the Staff Services Team.

-- Order the County switchboard as soon as we know which building the County offices will be moving into.

-- Authorize immediately a new Secretary II position to become the first member of the Staff Services team. The new employee will concentrate on providing Council support and relieve Mrs. Markovich of some of her backlog.

-- If at all possible include funds for the Assistant to the Manager for Staff Services position in the FY 77 budget. If funds are not available try to start the department by assigning the responsibilities of the office to an existing employee as an extra responsibility.

-- If the County's grant application for funds to establish the word processing unit is not funded, seek other sources of funds to equip the Staff Services Team with a sound proof and access controlled office with up to date word processing equipment.

-- Develop the Staff Services Department incrementally extending services to a new department or absorbing a new staff member only after operations are working smoothly with departments already involved.

-- Make use of possible free consulting service for the Department of Library Science at the University of South Carolina, on information retrieval and organization filing.

-- Promote Mrs. Markovich to the position of Manager's Administrative Assistant. As much of the secretarial work load is shifted to the Staff Services Team, time will be freed for more administrative duties. For example, the Manager's secretary currently opens the mail and later types the responses which he has dictated. As Administrative Assistant, the mail would be sorted; some letters would still need the Manager's dictated response, others would be placed on his desk with a response already written by the Administrative Assistant and merely requiring the Manager's approval and signature.
PUBLIC WORKS DIVISION

Comments

The Public Works Division is the same grouping of Departments as proposed by Bofferding with the omission of the Jail and the addition of responsibility for Airports and the Environmental Improvements Program. The Public Works Director will also serve as the primary point of contact between the County government and the special purpose utility districts.

Beaufort County is fortunate in having Charlie Haigh in the position of County Supervisor. He has a long record of effective and innovative administration in his elected office and a statewide reputation as one of the best public works men in county government. His skills and experience stack up well against the following recommended position description for the County Public Works Director.

See Next Page
POSITION DESCRIPTION

Job Title:

Public Works Director

Responsibilities and Authority:

-- Line administrator reporting to County Manager.
-- Serves as member of Administrative Policy Council.
-- Supervises and coordinates the departments of Engineering, Building
  Maintenance, Parks and Grounds Maintenance, Motor Pool and Vehicle
  Maintenance, Roads and Bridges, Sanitation, Environmental Improvements
  and Airports.
-- Responsible for selection and direction of administrators of
  departments under his supervision.
-- Responsible for overseeing the development of annual goals and
  objectives and budgets for each of the departments under his
  supervision.
-- Responsible for the training and development of the personnel under
  his direction.
-- Responsible for coordination between the County government and other
  public works and utility agencies serving county citizens.
-- Responsible for planning and assigning use of the County's physical
  facilities.

Qualifications:

Minimum of five years broad based experience in municipal public works
administration preferably including experience in the following areas:

- Public Works Construction
- Solid Waste Management
- Road Construction and Maintenance
- Airport Operations
- Building Maintenance
- Environmental Planning
- Civil Engineering
- Administration of Land Use Controls
- Fleet Management and Vehicle Maintenance
- Water and Sewer Utility Operations
- Park Development and Maintenance

Training and experience to assure effective supervision of a professional
engineering staff.
Work history of successful and innovative administrative leadership.
Proven ability to train and develop staff members.
Public Works Division (Continued)

Action

-- I recommend that Mr. Haigh be appointed Beaufort County Public Works Director.

-- Mr. Haigh will retain his elected office as County Supervisor and simply wear two hats at least until the end of his current term of office.

Goals and Performance Measures

The value to the County's citizens of the creation of the Public Works Division and Mr. Haigh's appointment as Director is illustrated by the following accomplishments which I anticipate will take place under his leadership:

-- The County Maintenance Garage will be constructed, a vehicle maintenance department created and a limited motor pool developed.

-- Standardized vehicle utilization policies will be established for all departments.

-- Unit costs for vehicle operation and maintenance will decrease.

-- Safety improvements will be constructed at the Ladies Island Airport and a viable fixed base operator service will be established there.

-- The "C" Fund bond issue road paving program will be implemented.

-- The County's present three headed park and ground maintenance program will be combined into an efficient, unified work force.

-- Beaufort County's tradition of having working department heads in the public work areas will be continued. Desk bound support for the Public Works Department will be provided by the central Public Works Office Manager with back up from the Staff Services Team.

-- The Public Works Division will develop increasingly sophisticated procedures for work planning and scheduling and unit cost based record keeping so that the Division can make maximum use of its personnel and equipment and can demonstrate the value returned for each tax dollar invested.

-- The combined Division will improve employee's opportunities for internal promotion and skill development.

-- Under the combined Division cross Department sharing of equipment will increase.

-- Through the County Engineer a smooth system of administering the subdivision regulations and other land use controls will be developed which protects the public interest while subjecting developers to a minimum amount of red tape.
Public Works Division (Continued)

-- The County's utility Public Service Districts will become increasingly aware of their interdependence and move toward increased cooperation.

-- Additional public parks and recreation areas will be developed making maximum use of in-house engineering capability to design them and in-house construction capability to build them.
BUILDING MAINTENANCE

Notes on Current Situation

-- Ray McCartha and his staff do an outstanding job. They fully deserve the excellent reputation they hold with Council.

-- McCartha has hired employees with low skills but a willingness to work and exposed them to on the job training. As a result, most of his staff spends the morning on custodial work and the afternoons on maintenance work. Although this arrangement is efficient, few public building departments have it because the people with maintenance skills can easily come to feel that they are too good to push a mop.

-- Another inefficient practice which plagues many public building departments is that the custodial staff is usurped for errand duties by whoever is in charge of a given building. Much to the irritation of several Department Heads McCartha has aggressively protected his personnel from this trap.

-- McCartha will retire in the near future. He will be a hard man to replace.

-- Responsibility for County park and ground maintenance is split among three departments. The Building Department takes care of Kate Gleason Park, Horne Nature Park, the Naval Hospital Park, and the grounds of all the buildings it maintains except Hilton Head School.

Predictions

-- If we move into Robert Smalls School or build an office building that puts most of the County office operations in one place, the cost of our building upkeep and maintenance should decrease.

Actions

-- One of McCartha's most successful tools of personnel management and development has been internal promotion. Council and I have found it easy to support him in this program because his whole staff is composed of relatively low salaried people -- it does not cost much to give them raises. To further this tool of personnel development, County departments should support McCartha's efforts by seriously considering building department employees for promotion onto their staffs.

-- With the movement of the Public Buildings Department to the Public Works Division, Mr. McCartha and Mr. Haigh should work out the development of a unified parks and grounds maintenance force.

-- Mr. McCartha epitomizes the County tradition of a working department head. He does not even have a private desk. He and the Public Works Director should work together to assure that the central Public Works Division office provides the Department with paperwork support so that the tradition of a working Department Head can be maintained.
Building Maintenance (Continued)

-- The Building Department's shop and storage areas are totally inadequate for the Department's responsibilities. In exercising his responsibility for guiding county physical space allocation and planning the Public Works Director should address the space needs of the Building Department.
ROADS AND BRIDGES DEPARTMENT

Notes on Current Situation

-- Although Roads and Bridges is the largest departmental operation in the County, I am relatively unfamiliar with its day to day operations. It runs well and I have invested my time in dealing with problems. Beaufort County has a reputation across South Carolina for having one of the State's most capable Supervisors and best run county roads department.

-- Almost every County in the state has gone through a fuss over the last two or three years about doing work with county crews and equipment on private property. Mr. Haigh has succeeded in keeping Beaufort County out of this trap.

-- The County's road paving program is bogged down simply because neither Haigh nor I have had time to complete the staff work necessary to implement it.

-- Responsibility for park and ground maintenance is split among three departments. The Roads and Bridges Department maintains its own grounds and all public landings, and mows county road right of ways, airports, schools on request, and some recreational lots across the County.

Predictions

-- Within a couple of years new rules and restrictions will make it uneconomic for the County to utilize prison labor in the roads and bridges department.

-- Drainage ditch maintenance will become an ever increasing headache. Pressure on the County to assume an increased responsibility for drainage will increase with development of more and more roads and subdivisions. Between the competing demands from different sections of the County for drainage work and the scrutiny by agencies charged with environmental protection responsibilities, the County will eventually be forced to replace the present "play it by ear" process of determining what drainage problems are appropriately the domain of the County with a set of complicated written rules.

-- The State Highway Department has the State's cities in an uncomfortable box. All of the paved roads in the cities are the Highway Department's responsibility...but the Highway Department does not provide an urban street maintenance service to meet the minimum expectations of their citizens. Instead of enduring an endless stream of complaints from taxpayers with potholes in front of their driveways, the Councils of almost every city in the state have established street maintenance departments to take care of the Highway Department's streets. As the County develops more municipal-like subdivisions, we will be put in the same box.

-- South Carolina is one of the few if not the only State in the nation in which almost every paved road in the State is the responsibility...
Roads and Bridges Department (Continued)

of the State Highway Department. The South Carolina Highway Department maintains more miles of roads than all but three of the other states in the nation. Eventually, South Carolina can be expected to switch to the system found in other states where the Highway Department takes care of highways, and the counties are responsible for other streets whether they are paved or not.

Action

-- Establish the position of Roads and Bridges Department Director in order to free Mr. Haigh's time so that he can assume his expanded responsibilities as Public Works Director.

-- Develop a multi-year capital budget for the whole county which includes a replacement schedule for Roads and Bridges equipment.

-- Move the Roads and Bridges lot from its present location at the Shredder site and locate it adjacent to the proposed new maintenance garage.

-- Prepare for the eventual change in departmental working hours from 9 to 8 hours a day by establishing equipment storage sites across the County and developing more sophisticated scheduling procedures so that the men can report to work at a field location instead of having to marshall at the department shed in Burton.

-- Develop a sign crew in the department and begin a program of placing street name signs on all County roads.

-- Assign the County Engineer responsibility of working out the details of the bond issue, priority assignment, and special tax district creation for the road paving program, but place the road construction crew and responsibility for the actual responsibility for carrying out the construction program in the Roads and Bridges Department.

-- Investigate the economics of leasing the County's heavy equipment.
SANITATION AND SOLID WASTE DISPOSAL

Notes on Current Situation

-- Beaufort County's shredder and magnetic separator operation represents the most advanced proven technology on the market for handling solid waste.

-- Our relatively smooth history of shredder operation compared to Charleston's history of fires, accidents and breakdowns illustrates the value of Charlie Haigh's supervisory skills to the County.

Predictions

-- Eventually we will find a market for our shredder garbage and ship it away on the rail siding adjacent to the County's shredder property, but we will never realize a large enough return on the site sale of processed garbage to cover the cost of the County's solid waste service.

-- Hampton and Jasper counties will eventually find that it is less expensive for them to pay us to take their garbage than to operate their own landfills.

-- Unless nationwide restrictive packaging laws are adopted, the amount of garbage we process will continue to grow and we will have to add a second shredder to our plant.

Actions

-- Establish a charge for the disposal of refuse from construction contractors, land clearing operations and large volume commercial and industrial sources.

-- Require all apartments and trailer parks to provide a container disposal service for their residents.

-- Require residents in densely populated areas of the County to subscribe to private house to house collection service.
MAINTENANCE GARAGE

Notes on Current Situation

-- Bofferding states that the responsibility for vehicle maintenance is not clearly assigned. Outside of the Supervisor's staff, each operator has his vehicle maintained at private garages across the County. There is no system to assure that busy employees without mechanical skills like the Manager or Librarian have the oil changed or a filter checked on their vehicles.

-- The only in-house maintenance facility is the Supervisor's shed. Although the Roads and Bridges mechanics do a good job with the facilities they have there is no access control to the shop area to protect from lost tools and parts and there is no space to develop a significant parts storage inventory so the staff has to make a run to the parts supply house for most maintenance jobs.

-- Bofferding predicts that a maintenance garage could save the County $50,000 a year. The savings could result because:

- In-house mechanics could perform jobs at less cost than private garages charge.
- The garage could operate a preventive maintenance program which would both decrease the number of major repair jobs required and increase vehicle life.
- With a professional maintenance garage employees who abuse County vehicles could be detected and disciplined.
- The professional mechanics on the staff could assure that the County disposes of vehicles before their upkeep costs exceed their replacement value.

-- The County does not have an adequate set of vehicle operation rules. An unnecessary number of County cars are being taken home by employees at night.

Predictions

-- If the County does not act to develop an in-house vehicle maintenance capability, the vehicle repair item will continue to be one of the fastest growing lines in the County budget.

-- Beaufort and Port Royal will be anxious to purchase vehicle maintenance service from the County once we get an efficient department operating.

Action

-- Earmark the Revenue Sharing funds the County will receive this year if the Federal act is re-enacted to construct and staff a modern maintenance garage with room for future growth.

-- Employ an experienced maintenance department Director.
-- Give the Maintenance Department Director authority to assign vehicles, set maintenance appointment schedules, set maintenance priorities, and approve all but emergency work by outside garages.

-- Place the Roads and Bridges mechanics under the Maintenance Department Director.

-- Set up the Maintenance Department Accounting on a revolving fund basis so that each department with vehicles can be charged for their service work and the departments per job costs can be continually compared to commercial rates.

-- Establish comprehensive County vehicle utilization rules including a strict take home policy.

-- Establish a small vehicle pool available on priority call to employees who are not on the road frequently enough to justify having an assigned vehicle.
AIRPORTS

Notes on Current Situation

-- A great deal of difficult administrative staff work needs to be completed before the County's two airports will become adequate service facilities. The work has not been completed yet because the Council and Aviation Board have been bogged down in public disputes, often about peripheral issues, and because neither the Manager nor Eddie Boyer have invested a significant amount of time or effort in pushing the staff work through.

Prediction

-- No matter what Council does about airports, you will receive a great deal of harsh criticism, especially in regards to the Hilton Head Airport.

Action

-- Give the Public Works Director responsibility for directing the work of Eddie Boyer who should remain the staff member responsible for airport matters.

-- Charge Mr. Boyer and Mr. Haigh to work toward the following County Airport related goals:

- Acquire funding to resurface the Lady's Island Airport and construct a parking ramp.
- Establish a fixed base operator service at Lady's Island Airport
- Establish a joint use agreement with large plane landing rights at MCAS
- Complete the transfer of land around the Hilton Head Airport to this County.
- Rationalize the system of FBO leases at the Hilton Head Airport.
- Prepare standard safety and operating rules at both airports.

-- Continue Boyer's assignment as the official responsible for providing staff services to the Aviation Board, but explore the possibility of reducing the number of County Boards and Commissions by combining the responsibilities of the Development Commission and Aviation Board.
PARK AND GROUNDS MAINTENANCE

Comments

At present the Building Department, the Recreation Department and the Roads and Bridges Department all do parks and grounds maintenance. The personnel and equipment holdings in the different departments are duplicative and the quality of work on different sites is uneven.

The County should establish a separate Parks and Grounds Maintenance Department under the Public Works Director and run by a working department head with men and equipment drawn from all three departments. The department head would be responsible for assigning his crew to cover all of the parks and grounds assigned to his responsibility, but he would be expected to make every possible effort to respond to priority requests from the Recreation Program staff. The Roads and Bridges Department would serve as a backup to the Department on big projects.

The Recreation Commission is paying for expensive design and contractor work at the Lady's Island and Parris Island Gate Park which could be provided at less expense by a County Engineering Department and skilled and equipped Park Department with some backup from Roads and Bridges.
ENGINEERING

Comments

-- At the urging of Charlie Haigh the County has been considering an Engineering Department for several years for the purpose of:

- Replacing our reliance on contracts with consulting engineers.
- Doing survey work to map and define public road rights of ways, drainage easements, and public land and landings limits.
- Planning and monitoring capital construction projects.

-- Recently several new reasons for having an in-house engineer have appeared:

- Planning of bond issue financed road construction program.
- Determination of elevations for implementation of flood insurance program.
- Review of subdivision plans presented for engineering approval.
- Participation in Section 201 and 208 sewer and water pollution studies.
- Application for Community Development Act water system grant.
- Need to develop an official map to preserve future road rights of way.

Through the Coastal Zone Planning Agency Beaufort County has been awarded funds to employ an Engineer.

-- The new County Engineer's responsibilities will include:

- Providing technical advice to all County Departments on capital improvements.
- Designing roads, parks, drainage projects, and other major public works projects.
- Preparing specifications and cost estimates for public works projects.
- Coordinating and inspecting contracted construction projects.
- Supervising force account construction projects.
- Developing a comprehensive record system of all the County's buildings and capital facilities.
- Developing with the support of the title researcher a surveyed record system of all the County's rights-of-way and easements.
- Participating in the development of county and areawide road system plans, public facilities plans, and environmental protection plans.
- Assisting the Director of Public Works in the administration of the Public Works Department.
- Administering the County's land use control and development regulations.

-- I recommend that Charles Catch be reassigned from Planning Commission Director to Staff Engineer under the County Engineer. On the Engineering Department staff Catch should retain a relation with the Planning Commission by serving as the staff official responsible, under the direction of the Chief Engineer, for the administration of the Development Standards Ordinance and the Subdivision Regulations. Simple projects under the Development Standards Ordinance will be
handled by the Code Administration Director, but Gatch would be responsible for reviewing all significant development proposals and sheparding them through the Joint Planning Commission.
OTHER AGENCIES CONNECTED TO
THE COUNTY THROUGH THE PUBLIC WORKS DIRECTOR

Comments

-- The seven utility districts and authorities across the County are autonomous public agencies, but the County tax base is encumbered by the bonds they sell and some future County department will most probably become responsible for the facilities they build. To protect the interest of present and future citizens of the County, the Public Works Department should develop a professional staff charged by Council with the responsibility of monitoring and guiding the utility districts' efforts.

-- The water line under the Harbor River serving Hunting Island and Fripp Island presents an excellent example of the need for County oversight in District operations. The pipeline was constructed of material not resistant to salt water corrosion. It is subject to rupturing at any time and replacement may be a $100,000+ project. The citizens appointed to the Fripp Island Public Service District Board have no professional staff to deal with the problem. As a result no one I know of other than Lee Webb is worrying about the problem and it is in no way his responsibility.

-- The Section 2C1 Wastewater Facility Plan and Section 208 Water Pollution study together represent about $700,000 in sewer related planning and engineering work that will control growth and utility development in Beaufort County for the indefinite future. The County Public Works Director and Engineer need to participate in molding the results of the studies in a manner that will protect the interests of the County's citizens.

-- The Council has been given appointment authority over the members of the Beaufort/Jasper Water Authority. In the future Council will probably receive similar authority over the other Utility Districts.

-- The Health Department Engineers represent a pool of talent which make little visible contribution to the well-being of the citizens of the County. Through the urging of a skillful County Engineer, they could probably become a valuable resource.
FINANCE DIVISION

Bofferding recommends and the organization chart I have prepared shows the creation of a unified County Finance Division under a strong Finance Director. The position description of the Beaufort County Finance Director under such a structure would read as follows:

-- Duties

Provides primary leadership to the full range of financial affairs of the County, making sure that sufficient financial analysis exists to guide the County in its long-term development.

Manages, under policy guidance of the Manager and the Council the investment functions of the County, making sure that investments optimize the funds available.

Provides leadership to the accounting system of the County, setting up cost centers as a means of control and incentive, plus undertaking regular studies of unit costs of all operating functions.

Interprets to the Council and the Manager the implications of financial reports on both short-and long-term trends and projected results.

Acts as the chief budget officer of the County, developing a system of budget analysis and control which is sufficient for the guidance of all financial matters of the County.

Serves as a key member of the Data Processing Planning Committee and coordinates the automation of all County financial systems.

Sees the need for financial policies to guide the financial affairs of the County and develops draft policies for consideration by the Manager and the Council.

Develops and operates a system of cash-flow analysis that permits the optimum use of funds available and maximizes return on funds invested.

Develops short-and long-range financial plans which tie in with the full planning process of the County.

Provides leadership and overall supervision to the various semi-independent agencies of the County and sees that such organizations have cost goals and objectives and function effectively for the overall good of the County.

Reviews and evaluates on a regular basis the financial statements of the County, develops measures of financial growth, and regularly reports and interprets financial results to cost centers, the Manager and the Council.

Projects on a regular basis the financial requirements of the County, the trends in significant financial ratios, the achievement of
Finance Division (Continued)

planned financial goals, and the impact of financial affairs of
the growth of the County.

Provides regular leadership and analysis of the tax assessing
processes to ensure meeting County equity requirements and
operating an efficient and effective system.

Analyzes internal and external audit findings and reports promptly
to the Manager and the Council on corrective steps to be taken
to ensure complete financial accountability.

Ensures that the County's accounting system is effective as a control
and planning device, that it provides all supervisors with financial
data needed for effective administration, and that financial records
are kept throughout the County in a coordinated and effective manner.

Provides leadership to all County financial affairs through proper
mechanization of records and sees that all mechanized systems are
properly coordinated and cost-effective.

Desirable Qualifications

1. Education

College or university degree in accounting, economics, finance,
or law with a strong preference for a Master's Degree in Business
Administration, supplemented by considerable advanced study of
governmental fund accounting.

2. Experience

Ten to fifteen years of increasingly responsible business experience
at least half of which should be at an officer level in a
government organization. The business experience should have
provided thorough familiarity with governmental accounting and
control, familiarity with financial reporting and interpretation
and with systems of accounting for large volume operations;
projection of cash flow position under governmental requirements;
and complete familiarity with local government management and
funding.

3. Personal Qualifications

Ability to give strong leadership to the financial management of
the County, ability to study complex regulations and statutes and
to develop systems to meet all requirements; high degree of
personal integrity and the ability to relate this to all supervi-
sory staff of the County; personal stature to deal effectively
with regulatory authorities, other related financial institutions,
and governmental bodies; and leadership qualities that permit a
full impact of financial affairs on the growth and development
of the County.
Finance Division (Continued)

Creating this unified financial system under a single head is easy to write about but seemingly impossible to achieve because of the split in County financial systems established by State law.

The elected County Treasurer is solely responsible for:

-- the receipt of public funds.
-- the safeguarding of those funds including their investment.
-- and the disbursement of those funds upon proper authorization.

The Treasurer has these responsibilities not only for funds controlled by the County Council, but also for public school funds and Public Service District funds.

The County Council's authorities include:

-- authorizing the disbursement of County funds through the budgetary process
-- prescribing a system of accounting for County funds.

The heart of any accounting system is the General Ledger. The County Treasurer maintains the County General Ledger and considers it his exclusive responsibility. The Council's Administrative Services Department operates a payroll and budgetary accounting system, but there is no continuous tie between this system and the Treasurer's General Ledger.

To establish a unified County accounting system Council must either wrest control of the General Ledger away from the Treasurer or cooperate with the Treasurer by giving him authority over the payroll and budgetary accounting system so that he can tie that system into his General Ledger. The County and its citizens will unquestionably be better served through a successful policy of cooperation.

Consequently, I recommend that County Treasurer Lepine Rice be appointed to the position of Acting Finance Director and that the Senior Accountant in the Treasurer's office, Luther Huffman, be appointed to the new position of County Controller reporting to the Treasurer.

The position of Acting Finance Director is not as encompassing as the preceding Finance Director job description. Since the Auditor, Budget Officer, and Assessor will not report directly to the Acting Finance Director, the organization chart of the resulting Finance Division will appear as shown on the next page.
Finance Division (Continued)

As Bofferding suggests the creation of the Controller's office is the key to creating a unified financial management system because his single office controls all accounting functions in the County. The Controller's job description details the scope of the office:

Position Description

Controller

Responsibilities and Authority

-- Line Department Head responsible to Finance Director.
-- Responsible for development and operation of unified accounting system incorporating all County financial operations.
-- Responsible for development and maintenance of County Chart of Accounts.
-- In conjunction with the purchasing agent responsible for establishing and maintaining a County property records system.
-- Responsible for assuring that all disbursements of County funds have been properly authorized.
-- Responsible for operation of County payroll system and budgetary accounts payable system and for reconciliation of associated bank accounts.
-- Responsible for selection and performance of staff under his supervision.
-- Responsible for the development of a complete system of County financial reports.
-- Responsible for assuring that all financial conditions and financial reporting requirements of County grant funds are met.
-- Works with Treasurer, School Controller, Data Processing Director and Systems Analyst to develop a sound and fully automated financial control system.
-- Controls and accounts for receipts, checks, purchase orders and similar prenumbered financial documents used by any County department.
-- Recommends to Manager for approval and takes responsibility for monitoring procedures by revenue generating County departments to collect and report funds.
-- Maintains a filing system of all financial documents pertaining to receipt and disbursement of County funds.
-- Prepares all schedules as required by the external auditor.
-- Assists budget officer in making revenue projections.
-- Assists Treasurer as requested in investment of idle funds, auditing of tax receipts, and handling of bond payments.

Qualifications

-- Extensive academic and professional work experience in accounting with successful work experience in fund accounting systems.
-- Proven ability to develop and refine large accounting and reporting systems.
-- Experience with automated accounting systems.
-- Demonstrated sensitivity to the financial information needs of local government management and policy board.
Finance Division (Continued)

Mr. Huffman is a skilled accountant of proven ability fully capable of carrying out all of the responsibilities of the County Controller. However, responsibility for the County's success or failure in developing a unified financial management system will rest fully on Mr. Rice's shoulders because he has authority over the heart of the County's financial control system and because Mr. Huffman is and will continue to work as his employee.
TREASURER AND CONTROLLER

Notes on Current Situation

-- There has not been any significant changes in the accounting and reporting system of the Treasurer's Department over the last year, but the old system has finally gotten pretty well up to date and is operating relatively smoothly. This improvement resulted from removing the responsibility of accounting for food stamps from the Treasurer, completing the automated tax accounting system, and employing the Senior Accountant to help him catch up.

-- As a result of Mr. Huffman's efforts, our idle fund investment program has improved dramatically. Last year with larger reserves and an interest rate of almost twice this year's, we realized some $35,000. This year we can expect $100,000.

-- The Treasurer is anxious to cooperate in combining the City and County tax collection process.

-- The Treasurer is willing to collect taxes on Hilton Head through the banks provided we get the personal property notices prepared and mailed out early.

Actions

-- Appoint Lepine Rice to the position of Acting Finance Director.

-- Appoint Luther Huffman to the position of County Controller.

-- Transfer the payroll clerk and the accounts payable clerk positions from the Administrative Services Department to the Controller Department.

-- Authorize one new clerical position for the Controller office. The involved staff members have convinced me that the combined accounting operations will require the following four clerical positions to function effectively:

  Accounts Payable Accounting Clerk
  Payroll Accounting Clerk
  Grants & Accounts Receivable Account Clerk
  Filing Technician-Secretary

Two positions will be transferred from the Administrative Services Department. One will be transferred from the Treasurer's Department.

-- Review the salaries of all involved personnel and make appropriate adjustments in the FY 77 budget.

-- Transfer the County Manager's authority to sign budgetary expenditure checks to the Controller.

-- Shift County offices so the Controller can get his staff collected in one area immediately.
Treasurer and Controller (Continued)

-- As soon as possible locate additional office space so the Treasurer can get his full staff out of the Courthouse and in one location.

-- Establish an explicit, written operating procedure for handling purchase orders and payment authorizations between the Purchasing Agent and Controller.

-- Employ the County's external auditor on a continuing contract to monitor on a monthly basis the progress of the County Finance Department in developing a unified financial management system and to report his findings to Council.

-- Since both the City and the Treasurer are willing, act immediately to combine City and County tax collections.

-- If agreement can be reached with the Auditor, adopt the procedures recommended by the Treasurer for early preparation of personal property tax notices so that property taxes can be collected on Hilton Head through the banks.
AUDITOR

Comments

-- As the result of automation and new State laws, the scope of the Auditor's Department responsibilities has been reduced.

-- Citizens will be saved one stop if the issuance of mobile home stickers is transferred from the Auditor's Department to a central license and permits office.

-- Locating and valuing miscellaneous categories of personal property which are not captured by the State Tax Commission's record system or returned by the individual property owner will continue to be a challenging problem for the Auditor.
BUDGET

Comments

-- The Budget Officer should remain located near the Finance Division where
the records she works with are found, but she will continue to serve
as a direct staff officer to the County Manager.

-- Mrs. Gaston has invested much of her time to-date in stop gap projects
necessary to keep our accounting system patched together. With the
development of the Controller's office she will be able to invest her
full time in budget development and administration and long range
financial planning.

-- The upcoming budget season will be her first test of fire. So far
I am highly pleased with her performance.

ASSESSOR

Notes on Current Situation

-- The Assessor's office is a rather large and complicated operation.
It has been recently expanded to develop an in-house reappraisal
capability. Fortunately for the Manager and Council this is one office
where we have a clear quantitative means of telling if the department
is doing a good job. Gay has committed himself to quarterly bench
mark completion goals for the reappraisal program over the next two
years. Once the first cycle of reappraisal is completed the measure
of variance in the sales ratio studies required by State law provides
a regular numerical indicator of the continuing quality of the Assessor
Department's work.

Action

-- The continuing automation of the Assessor Department's operations should
be supported.
REVENUE ADMINISTRATOR

Comments

-- Eventually South Carolina municipalities and counties will be allowed to rely on local revenue sources other than the property tax. When the County starts levying a local option sales tax, payroll tax, or business license tax, an office will be required to administer the tax.

SYSTEMS ANALYST

-- The functions a separate Systems Analyst Office would perform are discussed in Bofferding's report and under Internal Auditor in this report. The service is needed, but I doubt the County can afford a highly skilled individual hired exclusively for this purpose.

-- For the immediate future systems analysis work outside the Data Processing area should be provided by senior staff members with other titles and responsibilities and by the use of graduate interns.
COMMUNITY SERVICES DIVISION

Comments

-- The Community Services Division is an expansion of the Division of Services recommended by Bofferding. It is a catchall grouping of line service departments which do not fit readily under Public Works, Finance, Public Safety or Human Services, plus the Purchasing and Personnel Departments.

The following position description outlines the responsibilities of the Community Services Director:

-- Responsibilities and Authority

Line administrator reporting to County Manager
Serves as member of Administrative Policy Council
Supervises and coordinates the Departments of Recreation Programs, Animal Shelter, Personnel, Vector Control, Purchasing, Courthouse Annex, Library, Jail, Voter Registration, Election Commission
Responsible for supervision and coordination of other general service Departments and agencies as assigned by the Manager.
Responsible for selection and direction of administrators of departments under his supervision.
Responsible for overseeing the development of annual goals and objectives and budgets for each of the departments under his direction.
Responsible for the training and development of personnel under his direction.
Responsible for overseeing the development of an effective and responsive County personnel system and for assisting the Manager in preparing the County to deal with organized public employees.
Responsible for guiding his departments in working with and responding to the recommendations of their advisory citizens boards.
Responsible for the development of special projects like the Rural Transportation Authority as assigned by the Manager
Responsible for administering a County-wide employee safety program.

-- Qualifications

Professional public administrator with proven ability in local government administration, preferably with a Masters in Public Administration. Working experience in the following areas is desirable:

Public Relations  Purchasing
Personnel       Grantsmanship
Labor Relations Training

Demonstrated public relations and people handling ability.
Work history of successful and innovative administrative leadership.
Proven ability to train and develop staff members.
Community Services Division (Continued)

The value of the Community Services Division Director's position can be illustrated by listing the accomplishments I expect to be achieved under the Director's leadership:

-- Questions and complaints from citizens regarding these Departments which rather frequently come directly to the Manager's desk will be handled for the most part by the Community Services Division Director.

-- Sale of Vector Control services to adjacent jurisdictions will increase in volume and the County will improve its recovery of costs for providing extra services to areas within the County.

-- Job Descriptions will be written for each County employee.

-- Employees under the Community Services Division will be given opportunities for training and development which will make them capable of handling increased responsibilities and eligible for promotion.

-- A thorough program of orienting new employees will be established.

-- The incidence of vehicle and on the job accidents will decrease.

-- The Hilton Head Courthouse Annex will develop as a model of successful decentralization of services which can be applied to other areas.

-- Library services and utilization rates will increase.

-- Further cooperative ties will be developed between USC, TEC and County libraries.

-- Section 147 Grant will be funded and the Beaufort/Jasper Rural Transportation Authority established.

-- Smooth coordination procedures between the Recreation program staff and the Public Works, Parks and Grounds Maintenance staff will be established.

-- Strong supportive ties will be developed between the County Recreation Program and Community recreation groups like the Gators and Crusaders.

-- Cooperative program arrangements will be negotiated between the City Recreation and County Recreation Departments.

-- The County administrative staff will be prepared to face the challenge of organized public employees.

-- A strong countywide base of coaches, officials, and workers will be developed to support the County Recreation Program.
ANIMAL SHELTER

Notes on Current Situation

-- As presently run the shelter is a marvelous operation which the County has every right to be proud of. Most of the credit for this success is due to the recently resigned shelter director, Mrs. Bonnie Vuilleumier.

-- The only weakness in the present operation of the shelter is its relatively low visibility. Despite a great deal of support from the press, many citizens are still not aware that the facility is available when it becomes time for them to acquire or dispose of a pet.

-- The operation has become larger than I had hoped when we originally established the budget. Since the animals have to be fed and the facility cleaned every day anyways, it is open to the public seven days a week. The present staff of two full time employees is hard pressed to maintain the present level of cleanliness and service.

-- The Shelter Board has become inactive.

Predictions

-- The day to day task of keeping the shelter attractive and the animals clean is hard, dirty work. I expect that good working directors like Mrs. Vuilleumier will tend to "burn out" after a year or two on the job. To maintain quality the Community Services Director will need to maintain a regular inspection type of oversight at the shelter and the County will need to develop an unofficial policy of promoting successful directors and training their staff members to replace them.

-- When the County finally yields to the pressure to get in the dog catcher business the service will prove to be expensive and the citizens will never be satisfied with the way it is delivered.

-- The proposed $100,000 Hilton Head Shelter fund drive will be a problem for the County. Hilton Head will build an extremely elaborate facility and then look to the County to operate it at the same level of service as the present County Shelter, but animal population will not justify the expenditure.

-- The incidence of rabies in wild animals across the river in Georgia is increasing. We will soon have domestic animal rabies problems in the County.

Recommended Action

-- Adopt and enforce a strong County tag and rabies inoculation ordinance.
Animal Shelter (Continued)

-- Adopt a County Animal Control Ordinance, but to the greatest extent possible leave responsibility for controlling loose animals to the animal owners and the public instead of the County.

-- In conjunction with the Health Department Sanitarian prepare a County rabies crisis plan.
MOSQUITO CONTROL

Notes on Current Situation

-- I am pleased with the way the program is currently operating. Mosquitoes were not bad last year and the department budget was trimmed to the bone. Lucky weather conditions played a role in last year's success, but most of the credit goes to Department Director David Arnold for doing a good job under direct County administration of the program.

-- The system of selling services at a break-even cost to Colleton and Hampton Counties was a success last year. Mr. Arnold did a good job of convincing the officials of the contracting counties that they were receiving an equitable share of his attention.

Predictions

-- The cost of the program will continue to increase because:

   o Citizen expectations will continue to rise.
   o Larger portions of the County land area will become developed and the new residents will demand service.
   o The price of poison and aerial service will continue to increase.
   o The state and federal government will cut back their program of supplying us with malathion.
   o Hilton Head and Fripp Developers will cut back their in-house vector control programs and rely on the County.
   o Protection of the County's tourist industry base will require 100% control during peak seasons.

-- Council will find it difficult to understand the program's budget. The amount of funds needed for the program will vary from year to year depending on weather conditions and the timing of the final aerial spray of the preceding fall. In some fiscal years the program will end up with a surplus and in others supplemental appropriations will be required.

Action

-- Establish an annual contingency reserve in the Mosquito Control budget in recognition that the department's expenditures are largely controlled by the weather.

-- Develop written policies of standard service levels to be provided to different parts of the County with different densities of population. Use these standards to determine when the County should provide mosquito control service in resort developments and when the developments should be charged if they want extra service.

-- In the near future create an assistant department head slot at a salary and qualification level greater than current operations can actually justify so that a replacement for Mr. Arnold can be groomed for when he is bought away from us.
PERSONNEL

Notes on Current Situation

-- The Administrative Department is currently keeping personnel files, advertising positions, distributing applications, and explaining personnel procedures to employees and department heads. Ed Waymire handles the department head contacts and the technical matters, but most of the day to day work is done by Miss Eleanore Holmes, a clerk in the office.

-- Robert Wider took his work on the County Affirmative Action Plan to his new job to complete. He has made special trips to Beaufort to consult with the County staff on finishing the project and has promised to have a full draft in our hands in two weeks.

-- Bofferding is correct that the County leave record files are not current. The computer payroll package has the capability of posting each employee's leave status on his check stub. This capability has not been utilized because the staff has not had the time to bring the beginning balances up to date to enter them on the computer. The Administrative Services and Data Processing staffs are working on this project now.

Predictions

-- The workload on the County Personnel Division will grow more dramatically as we become more rule bound. Two forces will cause this development. The Federal and State government will impose increasing procedural, record keeping, and reporting requirements. The County will adopt uniform policies which will have to be redefined and made more exact with more detailed record procedures as employees who are more sensitive to their rights bring in questions and problems which the original rules do not clearly cover.

-- The personnel area will present exciting opportunities for interagency consolidation. The Federal and State requirements to follow exact procedures and keep detailed records will force the schools, hospital, municipalities, and public service districts to develop professional personnel departments. The County should build the capacity and offer the service to other local government agencies.

-- South Carolina and Beaufort County are only a few years away from having to deal with organized public employees. The local employees most vulnerable to organizational efforts will be school teachers, hospital workers, county EMTs, Hilton Head Firemen, City Sanitation workers, and County and School custodial workers.

-- I concur with Bofferding's analysis that the County needs a full time two man personnel staff, but I do not think we can presently afford the investment. Over the past year personnel responsibilities have been split between Ed Waymire and Robert Wider. Since Wider left the County Miss Holmes has absorbed increasing responsibility for personnel functions. I recommend that a portion of the funds from Wider's position be used to promote Miss Holmes to personnel technician and a new purchasing clerk be
Personnel (Continued)

employed to replace her. Over the coming months she should be given opportunities for training and skill development. If she is successful, she should be considered for promotion to County Personnel Director.

-- Develop an applicant screening capability in the personnel department and encourage all departments to use the screening service.

-- Develop through the Personnel Department a program of new personnel orientation so that every employee in addition to knowing his own job has some basic information about what the whole County government is doing and what his rights and responsibilities as a County employee are.

-- As a step to delay organization of our employees for as long as possible encourage personnel policies which are responsive to employee's needs and develop a strong, independent grievance procedure.

-- Conduct training sessions for County administrators and County employees in using the grievance procedure.

-- Develop the capacity to provide personnel services to other local government agencies and offer the service to them.

-- Invest time and money in training the Council, administrative staff and line supervisors for dealing with organized employees.

-- Assign the personnel department the responsibility of developing detailed job descriptions for every County employee.
PURCHASING

Notes on Current Situation

-- I was surprised that Bofferding has Purchasing listed among the departments with low performance ratings. I am of the opinion that the Department has gotten off to a good start and has already been responsible for substantial savings for the County. I suspect that the low rating resulted from memories of some of the start up problems experience right after Al Peck was hired and from employees who still are not happy about the purchasing department interposing itself on their turf.

-- The systems for receiving requisitions, processing purchase orders, and operating the expanded supply room are all operating relatively smoothly now.

-- An indirect savings resulting from establishment of the Purchasing Department is that line department heads spend much less time visiting with salesmen.

Predictions

-- The Purchasing Department will be a continuing source of interdepartmental irritation. Purchasing will tend to recommend least cost products while departments will want to work with top quality tools. Purchasing will seek interdepartmental uniformity while department heads will maintain preferences for special brands. Purchasing will try to arrange bulk purchases while departments will forget to requisition items in advance and demand rush orders.

-- As the Purchasing Agent develops experience he will be a source of additional savings as he introduces department heads to alternative products.

-- The South Carolina State Purchasing Department is a marvelous service which saves the State's local governments thousands of dollars annually. As the State budgetary crunch becomes worse, the quality of this service to local governments will probably deteriorate.

-- Purchasing is another area of opportunity for intergovernmental cooperation. The County's municipalities which are too small to afford a professional purchasing staff of their own could be serviced by the County Purchasing Department. For example, the jail, the schools, and the hospital are all in the business of purchasing and warehousing food. Before he came with the County, Peck's full career had been in the food business.

Action

-- Review the operation of the department immediately to see if the low rating Bofferding found denotes a serious performance problem or whether the explanation above in "Notes on Current Situation" is correct.
Purchasing (Continued)

-- Look to the Community Services Director to protect the Purchasing Department from abuse by other departments and at the same time assure that it remains a responsive service agency.

-- Offer to join with the schools and hospital in joining purchasing and warehousing arrangements and offer the services of the County Purchasing staff to the County's municipalities.

-- Develop warehousing space for the department.
Notes on Current Situation

-- The public service activists from the Island know Tom Barker. Several Hilton Head Islanders have let me know that they are pleased with the County's choice of a new employee to run the Annex.

-- Barker is employed in a Clerk II slot, and supported by a part-time assistant.

-- At present the County Building Code Department and the State Highway Department, State Employment Security Commission, County Health Department, State Tax Commission, County Recreation, and Social Security are operating out of the building.

-- A small BOR grant has been approved for recreation facilities on the Annex grounds.

Predictions

-- The Annex Director is in a location isolated from the rest of the County bureaucracy and directly exposed to community pressures. There is a real constant danger that he will lose his ties with the County Administration and the County's line departments will come to view him as a source of harassment instead of a friendly outpost.

-- The combination of bureaucratic offices and recreation activities on the same lot and in the same building will continue to result in bothersome conflicts.

Action

-- Promote Barker to Annex Director and place the Annex Clerk on a full time basis so that Barker can spend additional time with County department heads in Beaufort.

-- Continue to use the Annex Director as a representative of the County Administration by sending him to represent the County at Island group meetings.

-- Through the Community Services Director and by frequent direct contact with the Manager keep the Director up to date on all County activities affecting Hilton Head.

-- Encourage Roads and Bridges, Building Department and other department heads to use Barker as an inspection and oversight resource.

-- Push other appropriate agencies, especially the Department of Social Services to establish extension offices in the Annex.
RECREATION

Notes on Current Situation

-- Construction is completed at the Parris Island Gate Park. The St. Helena Park and a ballfield at Burton Wells are under construction. Grant funds have been approved for work at Scott, Broomfield, and the old Hilton Head School.

-- As a result of higher than expected bids the Department has serious budget problems which must be met either by program cutbacks or additional funds from Council.

-- The Department suffers a weak public image as reflected in Bofferding's report and the Gazette Editorial.

-- The Department has not succeeded in developing cooperative programs with the City Recreation Department. The groundwork has already been laid for another round of hassling over the allocation of millage revenues to the City.

-- The Department has failed to build operational ties with volunteer recreation groups which are already organized.

-- It appears to me that the Department has not succeeded in developing the broad based corps of citizen volunteers which is the backbone of any successful local recreation program.

-- The complaints in Mr. Ruggero's letter of resignation indicate that the appointed Commission has not been able to get together frequently enough to give the staff regular policy guidance or perform its oversight responsibilities.

-- Citizens in many areas of the County have been brought to expect almost immediate provision of recreation facilities and programs which neither the Commission nor the County had the resources to provide.

Predictions

-- As the County population grows and the tax base becomes stronger, a growing percentage of the budget will be invested in recreation and other leisure services programs and facilities.

-- The eventual structure of the organized sports portions of the County recreation program will be a group of leagues north of the Broad River evolved from the City Recreation Department's base and a group of leagues South of the Broad River evolved from the Gators and Crusaders base.

-- As the County's public schools become more open and more involved in community education, more of the recreational program will take place in the schools and formal structural ties will be developed with the school system.
Recreation (Continued)

--- In the distant future the Recreation Department, Library, Museum, and other Humanities programs will be combined into a County Department of Leisure Services.

Actions

--- Ask the County Delegation to rescind the act creating an autonomous County Recreation Commission before the General Assembly adjourns for the year.

--- Adopt a County Ordinance creating an expanded advisory County Recreation Board that is structured so that it can serve as a tie between the County program and already existing recreation groups in the County.

--- Establish the recreation program staff as a line County department under the Director of Community Services.

--- Effective July 1, transfer the Recreation maintenance staff and equipment to the new County Public Works Department.

--- Assign responsibility for the on-going park development program to the County Engineer under the direction of the Public Works Director and assign responsibility for park maintenance to the Public Works Department park and grounds maintenance staff.

--- Absorb the earmarked Recreation millage into the County operations millage and write the FY 77 budget allocating resources to both Recreation programs and to park development and maintenance.

--- As soon as Frank Herring completes his County Recreation Plan, Council and the new Recreation Board and the public should review the plan and lay out a reasonable priority list and investment schedule in an effort to reduce the problem of unrealistic citizen expectations.

--- Experiment with using a portion of the County Recreation funds on a community incentive basis. Up to a given ceiling offer to match community raised recreation program funds with County funds.

--- As soon as possible move the Recreation Department out of the airport and into a building with other County departments.

--- Negotiate a formula for returning funds to the City of Beaufort in recognition of the fact that City taxpayers pay the recreation millage and the City program serves many out of town residents. When this source of conflict is resolved, solicit the City Recreation Department's assistance in developing a volunteer base.

--- Through the Community Services Director establish formal procedures for setting park maintenance priorities and conveying these to the Public Works Department.
Recreation (Continued)

-- In establishing new facilities evaluate their vulnerability to vandalism based on past experience in order to avoid investing limited resources in facilities which will soon be destroyed.

-- In all Recreation Department planning and activities keep foremost in mind that the success of the program depends wholly on developing and maintaining a corps of citizen volunteers. In the formative years of the program, any activity which does not help build this volunteer base should be abandoned.
JAIL

Notes on Current Situation

-- As a result of Dallas Williams' influence the County Jail continues to operate as a reasonably efficient and humane facility under Mr. Proulx.

-- Although some modernization and provision for prisoner separation is needed, the present jail has enough cell space to meet the County's needs for the indefinite future according to the experts.

Predictions

-- We are already prohibited from placing mentally ill individuals in the jail. New laws will soon prevent the County from placing status offender juveniles and public drunks in the jail.

-- The County is presently keeping up to 12 sentenced prisoners for the State and utilizing them as trustees and public works laborers. In the next few years the State and Federal courts will impose new rules regarding the treatment and servicing of these prisoners which will force the County out of the sentenced prisoner housing business.

-- Eventually the State will build the medium security regional correctional facility somewhere in the Lowcountry that the State Corrections Plan calls for.

-- In the not distant future someone will add a rule that requires us to have a minimum of two correctional officers on duty in the Jail at all times.

Action

-- Establish an audit policy of periodically interviewing released prisoners to confirm that the Jail continues to operate as a secure, efficient and humane facility.

-- Remove the Jail from the Sheriff's control and place it under the Community Services Director. Although Criminal Justice theorists, Bofferding and I all agree that this change should be made, present State law mandates that the Jail remain under the Sheriff.

-- Through the Community Services Director encourage the Sheriff to allow CEMH, the Alcohol & Drug Department, the Library, and other human service agencies to establish programs for the prisoners in the Jail.

-- Move the Sheriff out of the Jail and spend around $100,000 to renovate the facility as proposed in the Vismore, McGill and Bell Study.
--- Establish the shelter for juveniles, substance abusers, and mentally disturbed as described elsewhere in this document.
Notes on Current Situation

-- The County Library is a good, efficient operation. However, I believe the County has opportunities to provide more innovative and aggressive service programs.

-- In the past the Library Board and staff operated with complete autonomy. There has been some uneasiness over the last two years about the library being treated as a regular County department in matters of budgeting, personnel and purchasing and about proposals to combine the County Library with the USC and TEC libraries.

-- The County, USC and TEC librarians are making a good faith effort to work together without threatening the turf of any of the three institutions.

-- Beaufort TEC was unable to work out an inter-library cooperative program which would meet the Southern Association's accreditation standards in time for an inspection this spring. As a result the accreditation process has been delayed for a year.

-- The County is still faced with the problem of having library construction fund requests from both USC-B and Beaufort TEC

Predictions

-- State budgetary cutbacks for post secondary education will force functional and staff mergers between TEC and the University. As these mergers take place and more experience is gained with cooperative ventures, the community will come back to Dr. Edward Holley's original recommendation for a completely unified library system as a good idea which should be implemented.

-- Encourage the Community Services Director to establish joint Library-Recreation Department programs.

-- Establish new library service programs. In cooperation with the local Bar Association open a law library. Solicit donations of the Sea Pines Land Development Reference Library.

-- Commit the County Council to the long range goal of establishing the unified library system as originally outlined by Dr. Edward Holley.

-- Refuse to make any substantial allocation of facility funds to either TEC or USC until a solution to the problem of fully adequate library facilities for all three institutions is agreed upon.

-- Ask the Delegation for support and appropriate legislation to restructure the present County Library Board as a Library Commission representing the interests of all three institutions.

-- Encourage innovative cross department programs like providing voter registration service from the Bookmobile.
Library (Continued)

In order to do away with the nuisance of duplicate report preparation, incorporate the Library staff in the general County payroll and retirement reports.
SHELTER FOR JUVENILES,
SUBSTANCE ABUSERS AND MENTALLY DISTURBED

Comments

The County has always been responsible for caring for wards of the Family Court, mental patients waiting commitment to a State facility and public inebriants. In the past the only place the County had to keep these three categories of problem people was in the jail.

We are now prohibited by law from putting mental patients in jail. A similar statute prohibiting the jailing of non-criminal substance abusers will soon take affect. Everyone is opposed to putting children in jail and last year Council almost agreed to construct and operate a Group Home for the Family Court until the Mangogna study pointed that the home would cost around $120,000 to construct and $80,000 per year to operate.

To meet the needs of these three categories of problem people we will probably have to participate in some regional program and even then the Lowcountry district will not have a large enough population to support three separate 24 hour a day shelter operations.

An innovative approach would be to construct one facility serving two to four counties and manned by a cross trained staff that could care for all three categories of problem people. The facility would definitely have to keep the drunks in a separate wing from the kids, but they could be fed from the same kitchen, served by the same administrator, and aided at 2:00 A.M. by the same cross trained counselor.

The multi-purpose shelter would be expensive, but we have to do something about these people and this approach would gain the County publicity and credit for innovation which would help assure a substantial flow of grant funds.

The Community Services Director should be charged with seeking funds and organizational support to implement this program.
REGISTRAR OF MESNE CONVEYANCES

Notes on Current Situation

-- The County Bar is apparently satisfied with the operation of the RMC office under the Clerk of Court and in comparison to surrounding counties it is an excellent operation.

Predictions

-- The growth of the District Court system will eventually take over the whole Courthouse. The present RMC office will probably be converted into a second Courtroom and the RMC will be moved to another building.

-- In the far distant future the process for determining who has ownership rights to a piece of property will not depend on an attorney's title search. Instead the County land records office will contain a computer-based file of the complete history of every piece of property in the County which documents ownership rights upon inquiry.

Actions

-- Council should determine whether the public would be better served by splitting the Clerk of Court and RMC functions. If so the change should be made when the office changes hands in December. Council's legal authority to make the change under the Home Rule Bill is not certain.

-- Assign the RMC responsibility for retention and public access to all permanent records including Council Minutes, old tax records, probated wills, etc.
VOTER REGISTRATION

Notes on Current Situation

-- With the exception of the rush period just before elections the voter registration clerk has little to occupy her time.

-- The Voter Registration Board members spend a great deal of uncompensated time manning the Voter Registration Office and taking the Registration books out into the community.

Predictions

-- A postcard voter registration bill will be passed soon. In the long run it will probably simplify the process but initially there will be a great deal of red tape and confusion. We will probably have legislation requiring postcard registration for Federal elections passed before the State follows suit and as a result we will have to maintain two separate voting lists for a few years.

-- Legislation will soon be passed requiring that jury lists be drawn from source other than the registered voter rolls. Whatever new procedure is chosen will impose an additional burden on the County.

Action

-- Replace the Registration Board clerk position with receptionists/crosstrained clerks from the Staff Services Department. Assign the Community Services Director responsibility for quality control and coordinating registration staff services with the Board.

-- Investigate making fuller use of the State's computerized voter rolls so that we can abandon our manual file system altogether.
ELECTION COMMISSION

Notes on Current Situation

-- At present the three member Election Commission does all of the work of organizing County elections. The only help they receive from full time staff is assistance from Roads and Bridges in setting up booths and the services of a clerk hired for the final month before the election.

Predictions

-- The State Legislature will soon mandate combination of County Election Commission and Boards of Registration.

-- The work load in organizing an election will eventually reach a level that a permanent employee will have to take on the responsibility of getting the work done under the direction of the Board.

-- Eventually the responsibility for organizing primary elections will be placed on the Election Commission.

Action

-- Respond quickly to all reasonable requests for staff help from the Election Commission in order to put off as long as possible the day when the County staff will have to bear the brunt of the responsibility for organizing elections.
RURAL TRANSPORTATION

Comments

The County's Section 147 Rural Transportation grant proposal has been refiled. I think we stand a very good chance of being funded this year. Establishing the Rural Transportation Authority so that it will function effectively will be a horribly difficult administrative problem. Nevertheless I remain convinced that the Beaufort/Jasper Rural Transportation Authority proposal is an important and workable program for the following reasons:

-- The cost of fuel and private vehicle operation will continue to increase.

-- The two county area will continue to develop new work centers located a significant way from their employee's homes.

-- HEW will continue to cut its support to Beaufort/Jasper Comprehensive Health forcing the agency to seek assistance in operating its bus system.

-- Coordinated human service transportation systems in rural areas will become increasingly popular projects with federal and state funding and rule-making agencies.

The Community Services Director should take the lead in bird-dogging the grant and guiding the development of the two county Regional Transportation Authority.

BICENTENNIAL COMMISSION

Comments

The Bicentennial Commission is typical of short term special projects which should be coordinated through and supported by the Community Services Director.
CLEMSON EXTENSION SERVICE

Notes on Current Situation

-- The role of the County Agent and his staff has become much broader than the traditional responsibility of providing expert advice to farmers.

-- Since the fire the Extension service staff has been located in Robert Smalls Junior High. They have plenty of space but no air conditioning for the summer months.

Predictions

-- Federal funds for the extension service will not increase. As a result the staff and services provided will have to be cut back as inflation increases its operating costs.

Action

-- Invest enough local funds to provide adequate space for the Extension Service in Robert Smalls School.

-- Instruct the Community Services Director to encourage program ties between the Extension Service, 4-H Staff, and the Recreation Department.

-- Instruct the Human Services Division Chief to encourage program ties between the Extension Service Economist staff and appropriate agencies in his Division.

BEAUFORT MUSEUM

Comments

As presently operated the Beaufort Museum takes up expensive space and provides a service of little value.

If the world were rational a marriage would be arranged between the Beaufort Museum and the Penn Center Museum. Penn would benefit by the support of the community elite attached to the Beaufort Museum and the Penn access to grant and foundation support could provide professional staff to guide development of the combined resources.

Eventually the County should establish another division on its organization chart headed by a Cultural Affairs Chief and combining the resources of the two museums, the Beaufort Art Association, the historic societies and historic preservation groups, the two little theatres, the Hilton Head Committee for the Arts, the local dance groups, etc.
Beaufort Museum (Continued)

Because of the support this type of effort would receive from the Hilton Head Community and the impact it could have on Island tourist trade, the Council should consider investing funds in Cultural Affairs in the near future. The State Legislature is considering adopting a local option hotel room tax. If Beaufort County tapped this new revenue source, most of the income would come from Hilton Head; so the County could justify using the funds on a service that was of primary benefit to the Island.
SYNOPSIS OF REMAINDER OF REPORT

I did not have time to complete the sections of this report dealing with the Public Safety Division and the Human Services Division before Council's implementation meeting. The following summary touches on some major points to be covered in the remainder of the report. I will complete these sections of the report after I get the first draft of the budget prepared for Council.

PUBLIC SAFETY

The report assumes the creation of a County Police Department under the Public Safety Division.

The portion of the County's budget going into law enforcement will increase both because additional manpower will be required to reduce the deputies work week to 40 hours and because the citizens will demand expanded law enforcement services. I recommend that Council schedule a County Police referendum, but before doing so Council should publish a statement of what law enforcement policy and procedural changes you will instruct the County Police Chief to implement if the referendum passes and the Department is created.

The County should make a strong effort to establish a centralized emergency communication department to provide dispatching service for City and County Law Enforcement, EMS, Civil Defense and Fire Service. To date turf protection concerns of the involved departments have prevented creation of the service.

The County should establish the Fire Marshall position when Council is ready to begin directly supporting the development of a Countywide fire protection system. If Revenue Sharing is reenacted, I recommend that a significant portion of our revenues from this source over the next few years go into fire protection.

HUMAN SERVICES

The Human Services Division Chief will probably be among the last major staff slots to be filled. As the organization chart shows, the Human Services Chief has a large number of operations to try to coordinate, but no one to directly supervise initially.

The non-judicial part of the Family Court Staff is shown under Human Services. The vetoed Judicial Reform Bill anticipated the absorption of these positions into the State Department of Youth Services within two years. I expect that the State will not be able to come up with the funds to pay for the transition and these employees will remain attached to the County for the indefinite future.
INITIAL IMPLEMENTATION RECOMMENDATIONS

Planning

Effective July 1 implement the personnel reassignments and structural changes recommended in the Planning section of this report:

--- Appoint Charles Gatch as Staff Engineer under the County Engineer.

--- Terminate the joint funding provision of the Joint Planning Commission agreement and allow the City to employ Jim Carpenter as Municipal Staff Planner reporting to the City Manager and serving both Beaufort and Port Royal.

--- Appoint Frank Herring as Staff Planner reporting to the County Manager and responsible for supervision of the Coastal Zone Planning Technician/Draftsman and for providing secretariat services to the Joint Planning Commission.

--- Write the FY 77 City and County budgets to reflect these changes.

Assistant County Manager

Authorize the Manager to begin recruitment for the position of Assistant County Manager in anticipation of filling the office in July.

Staff Services

--- Agree to establish the Staff Services Department.

--- Instruct the Manager to prepare the FY 77 budget anticipating creation of the Staff Services Department and if at all possible to include the position of Staff Services Director in the new budget.

--- Authorize immediately a new Secretary II position to relieve Mrs. Markovich of her backlog and to take over the Council service functions of the Staff Services Department.

--- Approve installation of County Switchboard (already done).
Initial Implementation Recommendations (Continued)

Public Works

- Create the Public Works Division as shown on the organization chart. Transfer the Environmental Improvements Officer and responsibility for Airports immediately. Add Building Maintenance, and Parks and Grounds July 1.

- Appoint Charlie Haigh Director of Public Works.

- Establish the Engineering Department as soon as the Coastal Zone funded engineer is employed and transfer Charles Catch to the Engineering Department July 1.

- Agree to build the County Maintenance garage with the Revenue Sharing funds which will be received in the second half of FY 77 if Congress extends the Revenue Sharing Program.

Finance

- Appoint Lepine Rice to the position of Acting Finance Director, as outlined in the report effective immediately.

- Appoint Luther Huffman to the position of County Controller, effective immediately.

- Transfer the payroll clerk and the accounts payable clerk positions from the Administrative Services Department to the Controller Department.

- Authorize one new clerical position for the Controller office. The involved staff members have convinced me that the combined accounting operations will require the following four clerical positions to function effectively:

  Accounts Payable Accounting Clerk
  Payroll Accounting Clerk
  Grants & Accounts Receivable Account Clerk
  Filing Technician-Secretary

Two positions will be transferred from the Administrative Services Department. One will be transferred from the Treasurer's Department.

- Transfer the County Manager's authority to sign budgetary expenditure checks to the Controller.

- Shift County offices so the Controller can get his staff collected in one area immediately.

- Employ the County's external auditor on a continuing contract to monitor on a monthly basis the progress of the County Finance Department in developing a unified financial management system and to report his findings to Council.
Initial Implementation Recommendations (Continued)

Community Services

-- Create the Community Services Division as shown on the organization chart.

-- Appoint Ed Waymire Community Services Director.

-- Authorize the new position of Personnel Technician taking the funds from the appropriation for Robert Wider's salary and promote Miss Eleanore Holmes to the new position.

-- Advance Tom Barker from his present Clerk II position to Director of the Hilton Head Courthouse Annex.

Recreation

-- Ask the County Delegation to rescind the Act creating an autonomous County Recreation Commission before the General Assembly adjourns for the year.

-- Adopt a County ordinance creating an expanded advisory County Recreation Board.

-- Establish the Recreation program staff as a line County Department under the Community Services Director effective July 1.

-- Transfer the Recreation maintenance staff and equipment to the County Public Works Department effective July 1.

-- Assign responsibility for the on-going park development program to the County Engineer under the direction of the Public Works Director and assign responsibility for park maintenance to the Public Works Department park and grounds maintenance staff effective July 1.

-- Instruct the Manager to anticipate these changes in the FY 1977 budget.