



Town of Beaufort, NC

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Board of Commissioners Work Session Meeting 4:00 PM Monday, September 26, 2022 Train Depot, 614 Broad Street Beaufort, NC 28516 Minutes

Call To Order

Mayor Harker called the meeting to order at 4:00 p.m.

Roll Call

Town Clerk, Elizabeth Lewis, called the roll.

PRESENT:

Mayor Harker

Mayor Pro Tem Hagle

Commissioner Oliver

Commissioner Cooper

Commissioner Terwilliger

Commissioner Hollinshed

Agenda Approval

Commissioner Hagle made a motion to approve the agenda as presented.

The motion carried unanimously.

Public Comment

Logan Louis, 900 Cedar Street in Beaufort, shared his concerns regarding the lack of streets or sidewalks in the Salt Wynd Development. He pointed out that Stormwater Control Measures (SCMs) would be constructed in place of streets or sidewalks and suggested they will not be successful in the

area if constructed of pervious concrete and be appropriate for the site condition. He emphasized the importance of making sure the SCMs were constructed to exact specifications and requested the Commissioners take no action on the Salt Wynd Preserve, Phase I, Final Plat until they learn more about the proposed SCMs of the project.

Items for Discussion and Consideration

1. Case # 22-13 Final Plat – 1791 Live Oak

Kyle Garner, Planning & Inspections Director, shared the staff report regarding Case # 22-13, Final Plat for 1791 Live Oak. He explained that staff was requesting this be an item for discussion and consideration at the Board of Commissioner's October Regular Meeting. He shared the Planning Board's recommendation from their September 19, 2022 meeting; decision on the final plat with the condition that the final plat should not be signed or recorded until the access easement is signed and executed.

Commissioner Terwilliger asked for a diagram that could show approximately where the easement would be, off the access road.

Mr. Garner said he would try to have that before the next meeting.

Commissioner Hagle agreed he would like to see a diagram of the location regarding the easement before approving the final plat. He also asked about the piece of property in between, that was in question at a previous meeting.

Mr. Garner confirmed that the ABC Store property owner's gained that area.

Commissioner Oliver requested a copy of Map Book 32, Page 417 be attached as well, because it is referenced in the access agreement.

Mayor Harker deemed a consensus to place Case #22-13 under Items for Discussion and Consideration at the October 10th Regular Meeting.

2. Case #22-19 Final Plat – Salt Wynd Preserve (Phase I)

Mr. Garner explained the applicant was requesting to subdivide a 37.06-acre tract into 47 single-family residential lots. He also shared there was a bond infrastructure improvement bond associated with the project, totaling \$3,153,123.36. He noted recreation fees in the amount of \$5,527.20 will need to be paid prior to Final Plat recordation.

Commissioner Terwilliger asked the bond figure be reviewed to ensure it was the right figure and bond type.

Commissioner Hagle asked the Town Engineer to provide more information regarding the storm water flow, easements for storm water and other related items.

Mayor Harker deemed a consensus to place Case #22-19 under Items for Discussion and Consideration at the October 10th Regular Meeting.

3. Case # 22-21 Subdivision Text Amendment - Preliminary Plat Process

Mr. Garner explained the Board had previously requested an additional layer of review be added to the Preliminary Plat process of the Town's Subdivision Ordinance. The proposed text amendment will allow the Board of Commissioners the final approval on all Preliminary Plats.

Mayor Harker suggested spelling out abbreviations in the proposed text amendment; terms such as "TRC" and "BOC". She deemed a consensus to set a Public Hearing on the proposed amendment, to be held October 10, 2022.

4. Voluntary Annexation (Salt Wynd Phase II)- Certificate of Sufficiency; Fix a Public Hearing

Ms. Lewis presented a Certificate of Sufficiency in regard to the voluntary annexation request associated with Salt Wynd Phase II development; it is referenced below:

CERTIFICATE OF SUFFICIENCY

To the Board of Commissioners of the Town of Beaufort of Carteret County, North Carolina:

I, Elizabeth Lewis, Town of Beaufort Clerk, do hereby certify that I have investigated the attached petitions and hereby make the following findings:

- a) The petition for Voluntary Annexation of several portions of the following parcels: 731609153648000; 731609161556000; 731609167703000; totaling 44.65 acres contains an adequate boundary of requested area to be annexed, via the survey map.
- b) The area described in the petitions is contiguous to the Town of Beaufort primary corporate limits, as defined by G.S. 160A- 31.
- c) The petitions are signed by the owners of referenced parcels above and include addresses of all owners of real property lying in the area described therein.

In witness whereof, I have hereunto set my hand and affixed the seal of the Town of Beaufort of Carteret County, this 26th day of September 2022.

(SEAL)

Elizabeth Lewis
Town Clerk

Mayor Harker deemed a consensus to fix a Public Hearing for October 10, 2022, on the question of annexation.

5. Financial Notes

Christi Wood, Finance Director, provided financial notes for August 2022. She shared the sales and use tax distribution for September was \$267,403; which references June sales. She noted that the Ad Valorem Taxes collected during August have not been received from the county as of September 20, 2022. She explained Carteret County had a tax software conversion that resulted in a slight delay of tax bills being sent out; the files were sent out to the billing vendor the previous Friday.

Commissioner Terwilliger suggested the dredging account, currently under Public Works, be moved under Planning & Inspections as they are responsible for coordinating and managing the dredging operations. He also requested the Town look into moving any left over dredging funds to a reserve account that can be tracked and managed year to year, separate from the general fund.

Presentations

1. Beaufort Harbor & Waterways Master Plan Advisory Committee

Doug Townsend, Chairman of the Beaufort Harbor & Waterways Master Plan Advisory Committee, gave a presentation that provided recommendations for improvements and future concepts associated with the waterfront area. *A complete copy of the presentation is attached and incorporated as part of the minutes.*

Mayor Harker thanked Mr. Townsend and the Waterways Committee for their hard work and dedication, noting they had truly gone above and beyond. She gave the Board an opportunity to ask questions and comment on the presentation.

The entire Board of Commissioners expressed gratitude and commended the efforts of Mr. Townsend and the rest of the Waterways Committee. A summary of comments from each Commissioner is listed below.

Commissioner Hollished asked questions regarding the survey responses, noting the percentages were high but the results reflected lower numbers. She introduced the idea, if for sale, of potentially purchasing the Dock House and utilizing it as a centralized location for the dock master and/or welcome center. She confirmed that the fuel storage area would be buried under the greenspace.

Commissioner Terwilliger noted a potential option for fuel tanks could be the Finz's property if it were for sale. He discussed the financial aspect of the project, suggesting there be a conversation with Haywood Weeks to get a better understanding of potential revenues associated with the docks. He noted one of the most difficult parts of the decision would be determining whether to go in the public or private direction.

Commissioner Hagle noting he would like to maintain as much vista as possible, as the beauty of Beaufort is a key component to its success. He suggested that the Dock House location was the best, as it was centered around all operations and another building would not have to be constructed. He expressed his desire to keep any additional buildings as small as possible, to maintain the most vista. He discussed the fuel tanks, sharing he would like to review any inspections results associated with the tanks. He stressed the importance of finding a way to get the three necessary improvements completed, and potential phases of the project, noting the first two items (bulkhead and boardwalk replacement) were the most essential.

Commissioner Oliver confirmed that the presentation/recommendations from the Harbor & Waterways Committee supported Moffatt and Nichol's Final Master Plan document, and that they worked jointly throughout the process. He discussed initial strategies for dealing with 3rd parties, noting they did not want to be in a position where they were dependent on them and explained that is why the options presented were associated with Town owned properties.

Commissioner Cooper noted the importance of understanding current conditions of the fuel tanks discussed. He agreed that the bathrooms and bathhouse are in need of improvements.

Commissioner Hagle made a motion to continue discussing the recommendations at the next BOC Work Session Meeting.

The motion carried unanimously.

Mayor/Commissioner Comments

Commissioner Hollinshed shared the prior weekend was busy for Beaufort, noting the Pirate Invasion was a popular event and there seemed to be a lot of foot traffic on the waterfront. She again commended the Beaufort Harbor & Waterways Master Plan Advisory Committee on their hard work and professionalism exhibited in the presentation.

Commissioner Terwilliger echoed praises of the Beaufort Harbor & Waterways Master Plan Advisory Committee, noting they were providing a valuable service to the Town. He share he was looking

forward to having further discussion on the recommendations presented and working with the Committee. He shared that financing was critical in future planning of the waterfront projects. He noted it had been a great weekend in Beaufort, the Pirate Invasion was successful and the weather was nice. He suggested traffic patterns in and out of Gallants Channel be regulated during future events.

Commissioner Hagle commended the Beaufort Harbor & Waterways Master Plan Advisory Committee on their hard work. He expressed his concerns on the financial aspect of the project and agreed future debt needed to be assessed to better understand what the Town can afford moving forward with the improvements. He ended by providing a safety message about school bus traffic.

Commissioner Oliver provided an update from the Carteret County Airport Authority, as he is a newly appointment member. He shared information regarding the Airport and its daily function. He noted there was a clear opportunity for growth through ground leases and user investment in hangers.

Commissioner Cooper shared he was a member of the North Carolina Beach, Inlet and Waterway Association and they were considering holding their spring conference in Beaufort. He made note to a possible hurricane that could impact the area in the next week or so and encouraged citizens to be prepared and responsive to local updates.

Mayor Harker shared it was great to see large amounts of people in Town enjoying Front Street as well as the events at Gallants Channel. She thanked Heather Harris for organizing a litter campaign which she participated in the prior weekend. She encouraged citizens to make efforts to keep the road and waterways clean.

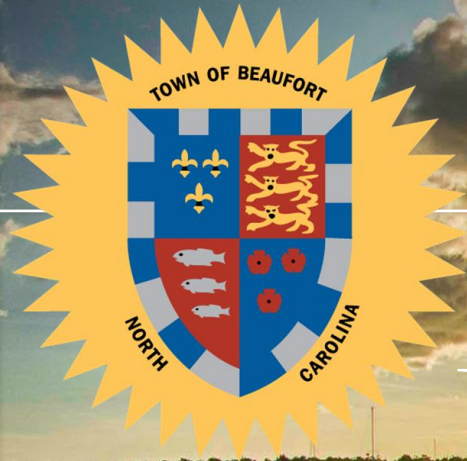
Adjourn

Commissioner Hagle made a motion to adjourn the meeting at 5:40 p.m.

The motion carried unanimously.

Sharon Harker, Mayor

Elizabeth Lewis, Town Clerk



Board of Commissioner's Presentation

Beaufort Harbor & Waterways Advisory Committee

Master Plan Recommendations

Sept. 26, 2022



Harbor & Waterways Committee

Doug Townsend -- Chairperson

Doug Doubleday -- Vice Chairperson

Steve Bishop

Becky Bowler

Tipper Davis

Vic Fasolino

Susan Sanders

Miriam Sutton

Charles Oliver, Board of Commissioners' Liaison



COMMITTEE GOALS AND OBJECTIVES

- **Make recommendations to the Board of Commissioners**
- **BOC prioritizes activities**
- **Recommendations of Committee will be fact-based, supported by credible, non-partisan research**

Established by the BOC in September 2021

COMMITTEE PLEDGE OF ALLEGIANCE

- Check personal opinions/biases in the closet
- There are no sacred cows
- Think what is best for Beaufort and its tax-paying residents
- Think for future generations who will have to live with our work
- Strong/popular docks = Strong/popular Beaufort



IMPORTANT BASELINE FACTS

Current lease expires 12.31.24 (Two years, three months away)

At expiration, 46.3 total years under lease: (9.28.78)

Current Lease Rate

- Base Lease on Docks -- \$118,336
- Annual Dredge Fund -- \$ 60,000

**Total Annual Pay
\$178,336**

At expiration, all dock assets and improvements convey to the Town

Town owns the bulkhead, boardwalk, parking property and riparian rights

Docks are for transient boaters only (No long-term dockage)

Diesel fuel resides on the Finz/Geer property and piped to docks via contract

Dockside and dockmaster station privately owned/do not convey

Expectations for quality bathhouse increase with revenue-generating moorings

Abundant capital in the market for State and Federal grants



**WHAT YOU
WILL SEE:**

AN ASPIRATIONAL PLAN

**PLAN THAT LOOKS FORWARD TO THE
NEXT 50 YEARS.**

**CONTRASTS BETWEEN WHAT WE ARE AND
WHAT WE COULD BE**

**PLAN THAT STRONGLY VALUES THE TOWN
CITIZEN FEEDBACK**

WHAT YOU WON'T SEE:

Hard designs

Elevations of proposed structures

Recommendations on construction planning

Recommendation on Town managed or concessionaire managed



KEY FINDINGS

- 1. Bulkhead, boardwalk and floating docks are at the end of their useful life and need to be replaced.**
- 2. As the volume of visitor traffic increases to Beaufort's waterfront, our public restroom facilities are outdated and inadequate.**
- 3. Our bathhouse facility is outdated and structurally questionable for the long term.**

Aged Waterfront Infrastructure



KEY FINDINGS CONTINUED

4. Western entrance to docks is an eyesore with dated bathrooms, smelly pump station and dilapidated bathhouse all blocking viewing vistas.

5. Fuel storage is housed in outdated technology and is a threat to the Castle Hayne aquifer and if Finz transacts, docks could lose fuel source.

6. Crowded Taylor's Creek causing increased need for secure anchoring/mooring.

7. The increasing size of new-boat berths is straining the supply of usable slips.

Western Entrance, Fuel Threat, Crowding in
Taylor's Creek



Community Engagement

Community Meetings:

Nov. 2021 – 98 attendees

June 2022 – 54 attendees

Monthly Committee Meetings

2 Surveys

Survey 1: Focused on identification of issues & priorities

- **172 Participants**
- Main activities on the waterfront are dining (**90%**), walking (**83%**) and shopping (**76%**).
- **47%** indicated “A welcoming harbor” was considered the value most important.

Survey 2: Focused on reviewing the initial planning alternatives for waterfront improvement projects

- **333 Participants**
- **91%** indicated they were supportive of making necessary waterfront upgrades
- **64%** indicated the Town should pay for the improvements via dockage fees, concessionaire payments & grants

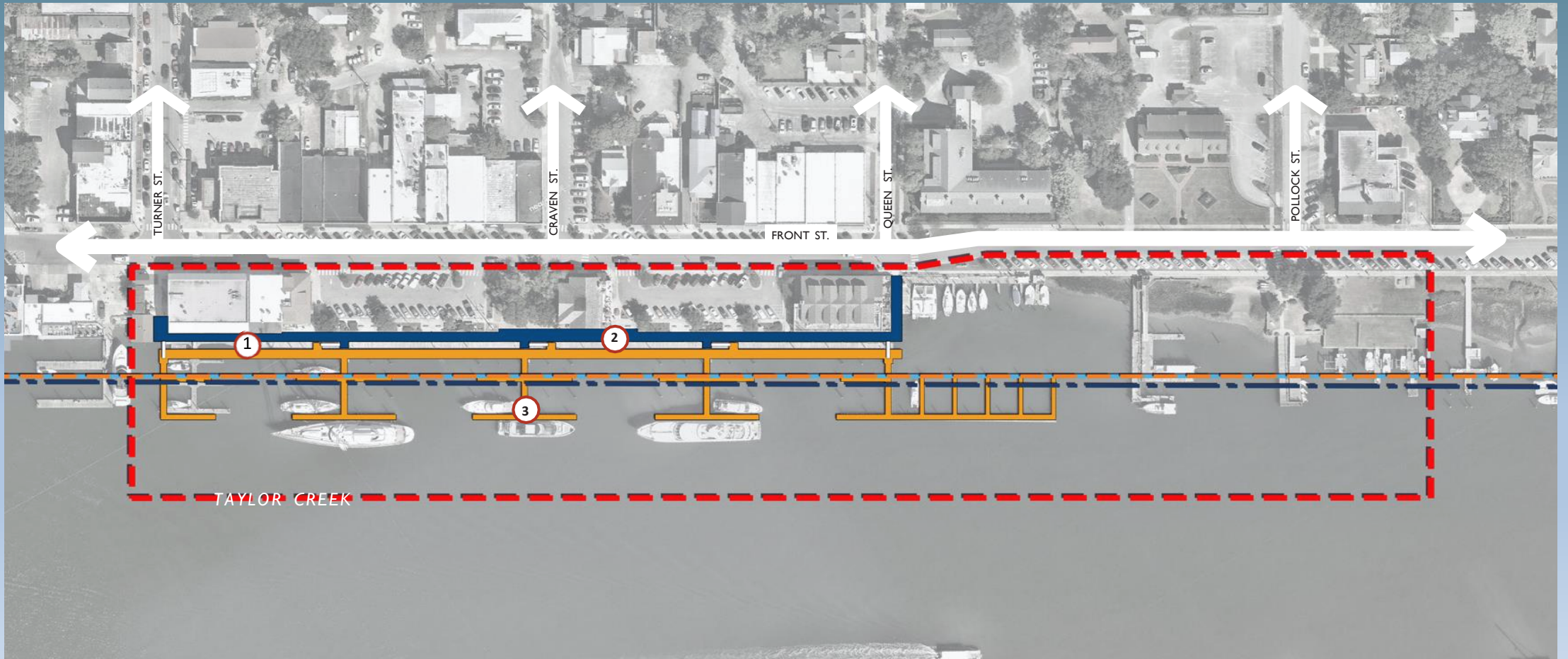
Additional survey results included in the Master Plan.



**THE COMMITTEE UNANIMOUSLY REACHED
CONSENSUS ON ALL 10 MASTER PLAN
RECOMMENDATIONS**

- 1. NECESSARY IMPROVEMENTS (3)**
- 2. DESIRED IMPROVEMENTS (7)**

Necessary Improvements Concept Plan



RECOMMENDATION #1

NECESSARY IMPROVEMENTS

Replace bulkhead by building immediately in front of the existing structure. This will reduce the berth of bulkhead slips by approximately 5'.

Moffatt & Nichol's engineering assessment concluded the bulkhead was at the end of its useful life.

Replacement creates an average life of 50 years.

Cost decreases 54% per useful life year when replacing vs. repairing.
\$190,000 to \$87,924

New bulkhead can be raised an additional 18 inches to provide resilience to rising water levels.

91% of survey respondents indicated support for making necessary improvements.



RECOMMENDATION #2

NECESSARY IMPROVEMENTS

Replace the current boardwalk with premium materials.

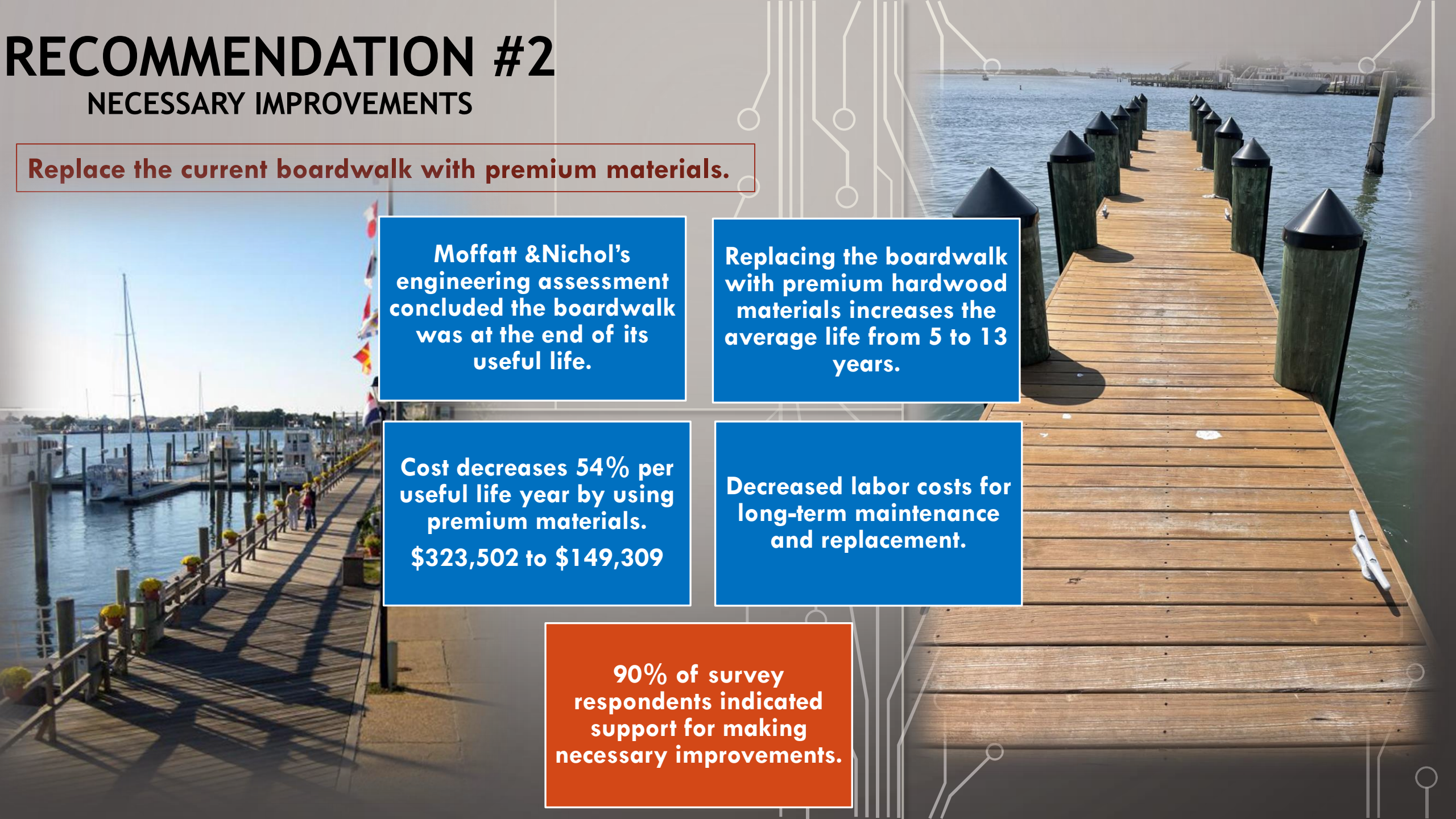
Moffatt & Nichol's engineering assessment concluded the boardwalk was at the end of its useful life.

Replacing the boardwalk with premium hardwood materials increases the average life from 5 to 13 years.

Cost decreases 54% per useful life year by using premium materials.
\$323,502 to \$149,309

Decreased labor costs for long-term maintenance and replacement.

90% of survey respondents indicated support for making necessary improvements.



RECOMMENDATION #3

NECESSARY IMPROVEMENTS

Modify the layout of primary docks to facilitate rerouting of marine utilities, improve slip access and meet industry guidelines **WITHOUT** taking any additional Public Trust Waters. Current bulkhead slips to be reduced by 5' from 18' to 13' should be offered to day boaters only.

Material increase in number of slips available for day boaters

There is 100% certainty that day boaters will frequent town businesses

32% of respondents were against increasing the number of slips

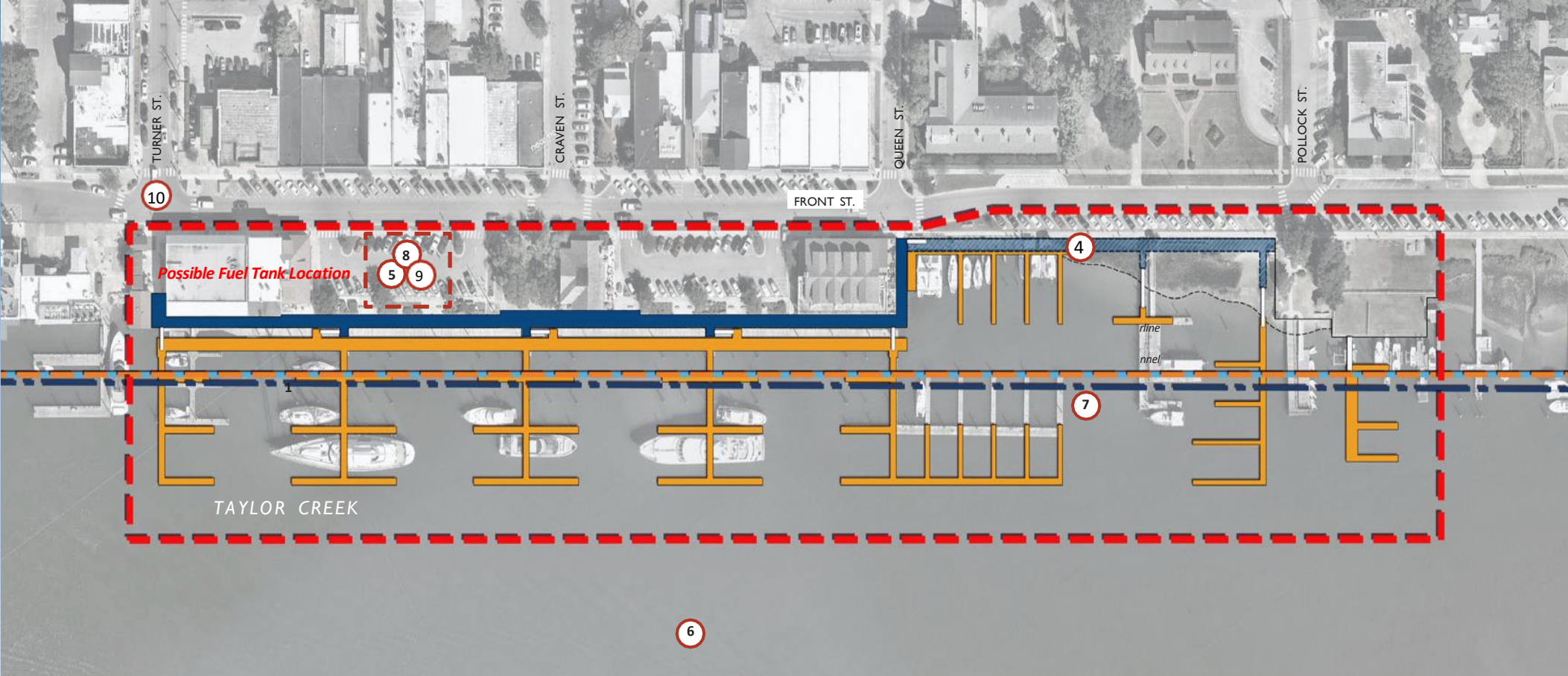


NECESSARY IMPROVEMENTS COST SUMMARY

Bulkhead Replacement	\$4,400,000
Boardwalk Replacement	\$1,940,000
Dock Infrastructure Replacement	\$3,500,000
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Subtotal of Necessary Improvements:	\$9,840,000



Desired Improvements Concept Plan



RECOMMENDATION #4

DESIRED IMPROVEMENTS

Extend the current boardwalk east to Grayden Paul Park.

Diverts foot traffic off the public sidewalk on Front Street and onto the boardwalk.

Allow visitors to traverse the entirety of the Beaufort Docks' waterfront.

Potential to allow for concessionaire ticketing to face the boardwalk and clear queuing traffic off the public sidewalks.

27% of survey respondents indicated support for extending the boardwalk (2nd highest).



RECOMMENDATION #5

DESIRED IMPROVEMENTS

Build new fuel storage facility under the west parking lot on Front Street with loading zones. The docks should continue to offer in-slip diesel fueling.

Allows the Town to update 40+ year old fuel storage technology and reduce seepage risk to the Castle Hayne Aquifer.

Mitigates the risk to the Beaufort Docks enterprise of potential discontinuation of the current fuel storage on privately owned property.

Secures future fuel sources for the Beaufort Docks.

Fuel sales are an important economic variable in the overall financial performance of the Beaufort Docks.

Buried Fuel Tanks



RECOMMENDATION #6

DESIRED IMPROVEMENTS

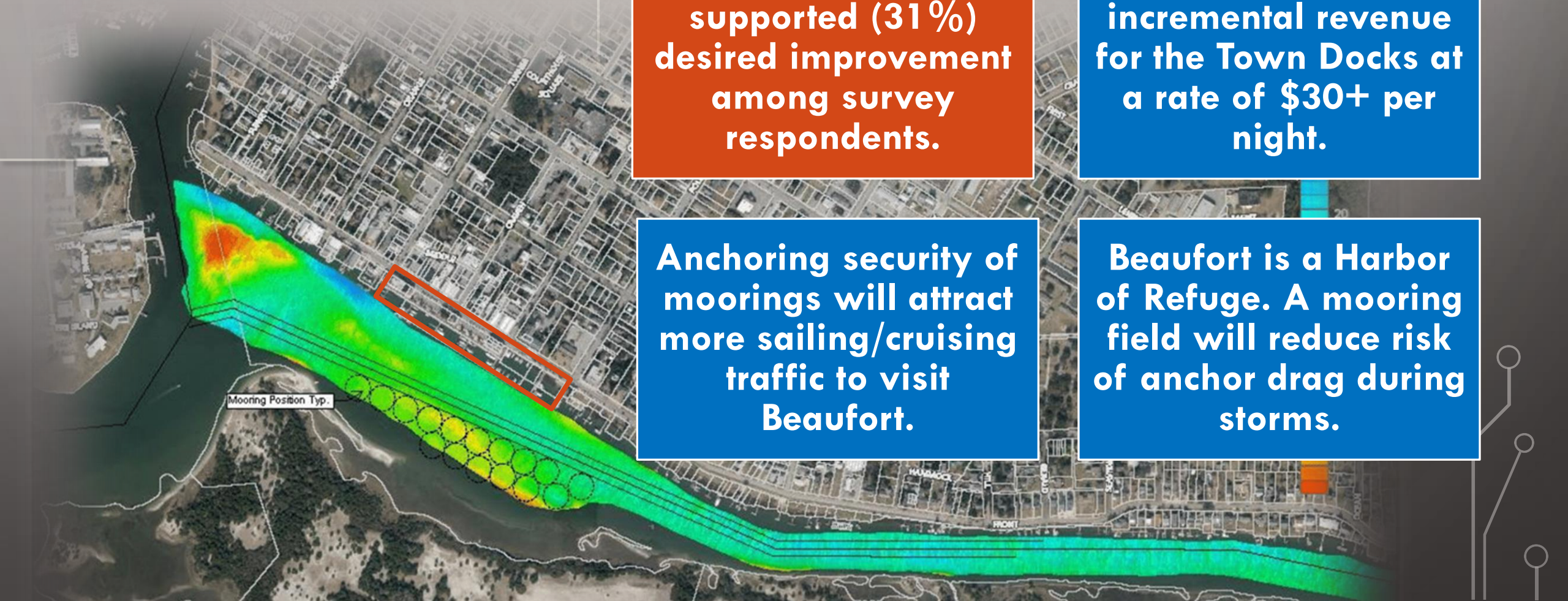
Construct a revenue-generating mooring field with the number of locations to be determined in design.

Most highly supported (31%) desired improvement among survey respondents.

Potential to generate incremental revenue for the Town Docks at a rate of \$30+ per night.

Anchoring security of moorings will attract more sailing/cruising traffic to visit Beaufort.

Beaufort is a Harbor of Refuge. A mooring field will reduce risk of anchor drag during storms.

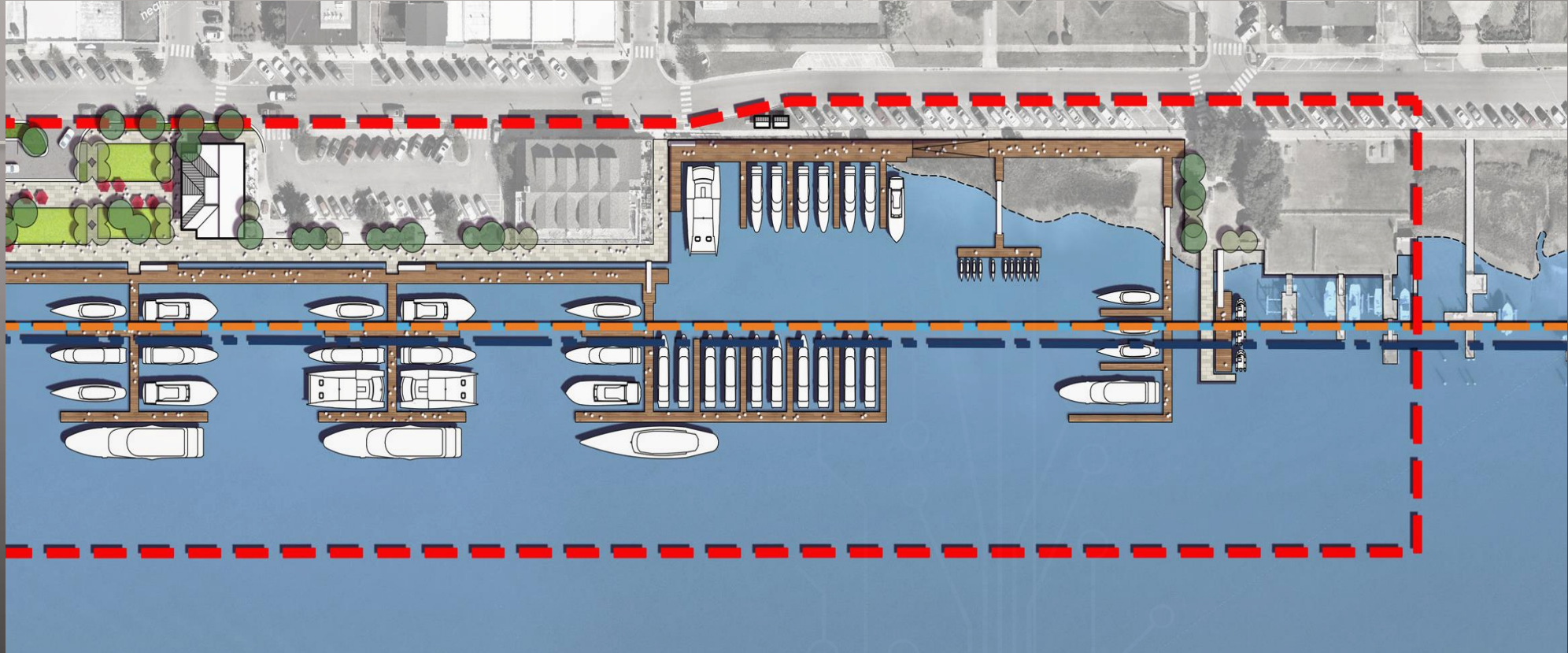


RECOMMENDATION #7

DESIRED IMPROVEMENTS

Reconfigure East Basin to create dinghy dock capacity for mooring field, improve hand-powered watercraft access and floating dock access for watercraft services.

If the Town elects not to renew its lease with the National Park Service, then increased dock space should be allocated to additional day and transient boating.



RECOMMENDATION #7 CONTINUED

DESIRED IMPROVEMENTS



Increases capacity and creates a welcoming environment for day boaters. Potential to increase the amount of foot traffic in Town and create revenue for Town merchants.



If a mooring field is built, the demand for easy access to town from dingy docks will increase.

The survey showed many residents (14%) desire increased and better access to the waterfront. The proposed reconfiguration will enhance public access.

RECOMMENDATION #8

DESIRED IMPROVEMENTS

Design and construct a new Harbor Center to provide improved capacity of public restrooms, showers, laundromat and to house a necessary dock master station.



Visitation is increasing annually; the four existing public restroom facilities are inundated. To remain an attractive destination, this public facility capacity must be increased.

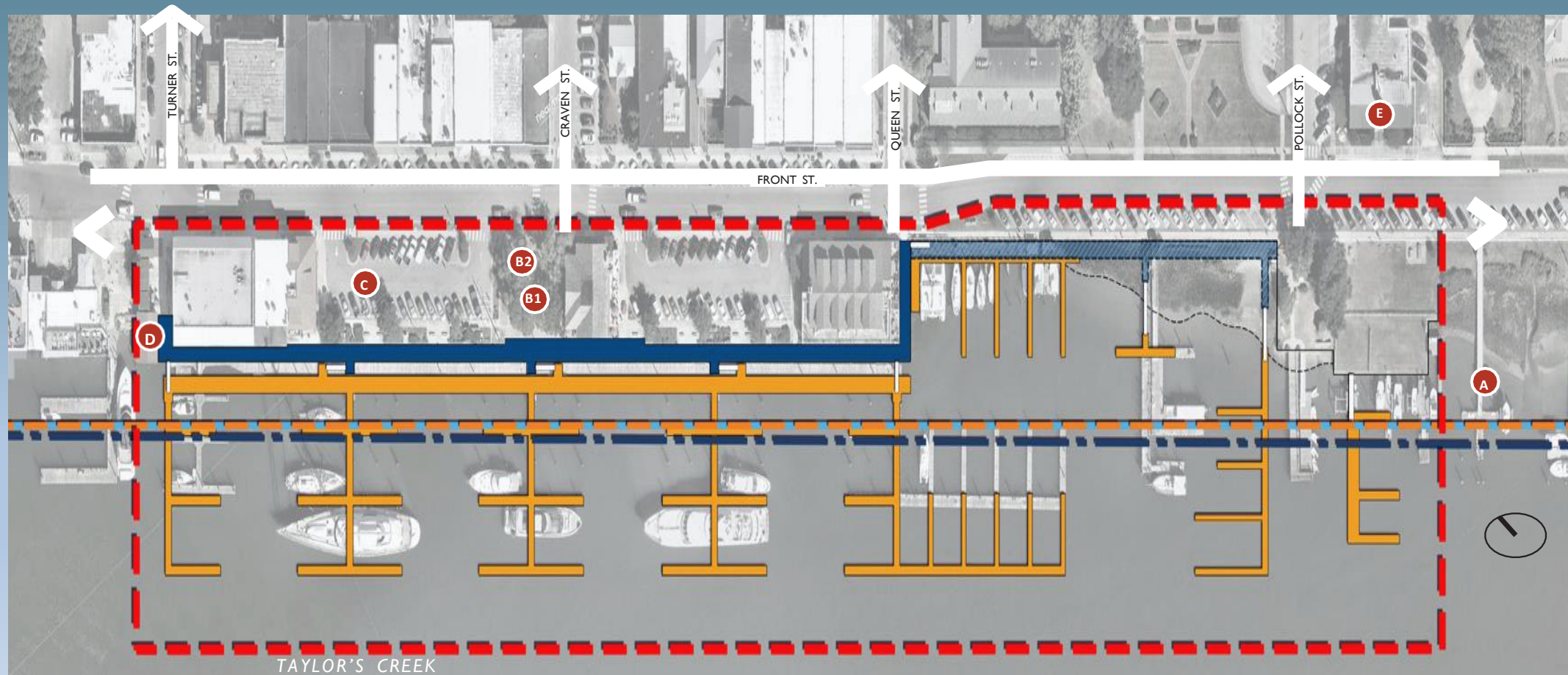
Of survey respondents (66%) indicated they were supportive of building a Harbor Center.

If mooring field is constructed, the expectation for a high-quality shower & laundromat facility increases.

A dockmaster office is essential to running the Town Docks & a potential mooring field. A location must be secured prior to 12.31.24 unless the current lease is extended.



Locations Considered for Harbor Center



7. With everything you know today about Beaufort's waterfront, which location:

	A	B1	B2	C	D	A+D	E	No opinion
Affords the best access and reception area for boaters?	7%	4%	11%	42%	9%	7%	10%	9%
	A	B1	B2	C	D	A+D	E	No opinion
Provides a location to allow for management of the waterfront and marina facilities?	4%	7%	8%	41%	12%	7%	11%	9%
	A	B1	B2	C	D	A+D	E	No opinion
Presents the best opportunity to add value to surrounding uses?	9%	3%	4%	42%	10%	5%	12%	15%
	A	B1	B2	C	D	A+D	E	No opinion
Minimizes impacts to downtown merchants and overall functions?	12%	3%	3%	38%	11%	7%	16%	10%
	A	B1	B2	C	D	A+D	E	No opinion
Aligns closest with your vision for the waterfront?	7%	4%	6%	43%	10%	8%	11%	10%
	A	B1	B2	C	D	A+D	E	No opinion

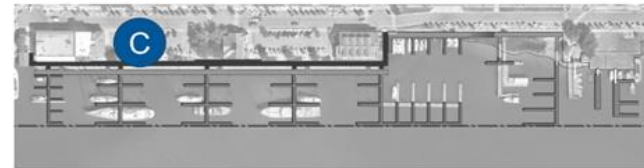
236 respondents

RECOMMENDATION #9

DESIRED IMPROVEMENTS

HWC recommends the west Front Street parking lot be converted into space to house Harbor Center. Sizable greenspace area on the east side of the parking lot can be seamlessly integrated with John Newton Park.

LOCATION C



Expanded Park

Eliminate West Parking Lot

RECOMMENDATION #9 CONTINUED

DESIRED IMPROVEMENTS

Option C2

Second modified Moffat & Nichol design




RECOMMENDATION #9 CONTINUED

DESIRED IMPROVEMENTS



Dramatic increase in water-viewing vistas.

Centrally located with the Beaufort Docks footprint. Central location is important to the dockmaster.



Allows large greenspace to be built from the Harbor Center connecting to John Newton Park.

RECOMMENDATION #10

DESIRED IMPROVEMENTS

Redesign eyesore western dock entrance at the intersection of Turner and Front Streets

- **Tear down current bathrooms, bathhouse and storage facilities**
- **Mitigate sewer smell**
- **Design entrance overhang**
- **Create a water vista like Harborside Park**

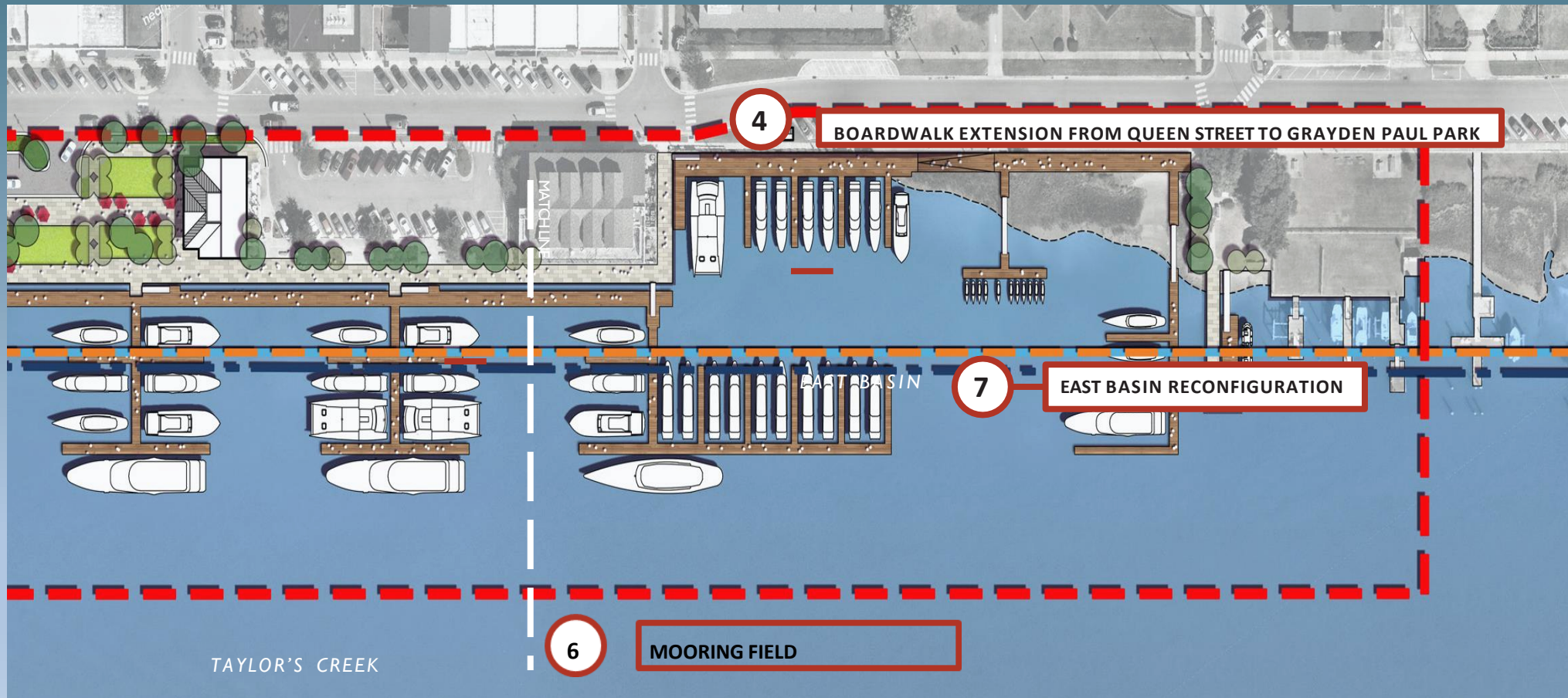


The western entrance is the first view of the Beaufort Waterfront visitors see as they approach the downtown district from Turner Street. It should be an inviting and open venue with impactful viewing vistas.

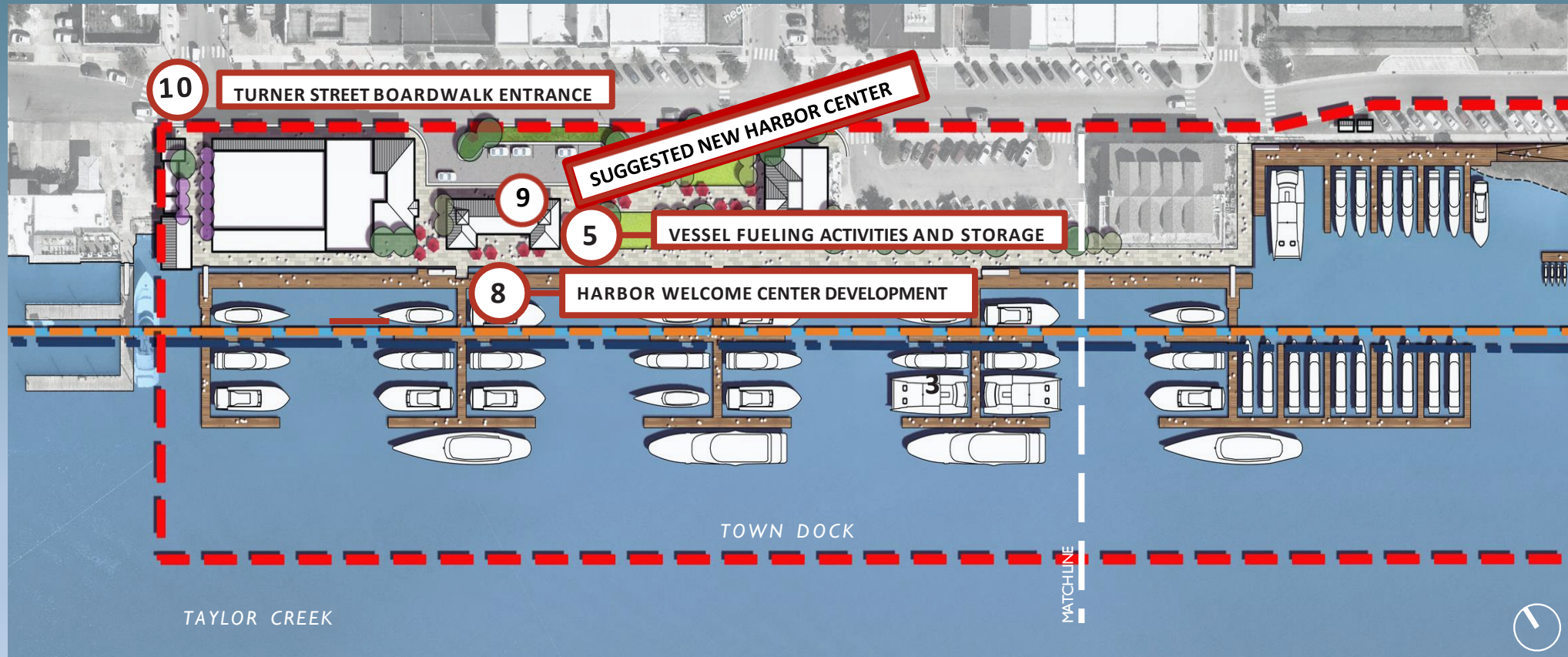
Photos above & below feature Southport, NC's entrance vista on Highway 211



Proposed Dock Design – East End



Proposed Dock Design – West End



DESIRED IMPROVEMENTS COST SUMMARY

Boardwalk Extension	\$ 650,000
East Basin Dock Reconfiguration	\$ 685,000
Vessel Fueling & Storage Tanks	\$ 575,000
Mooring Field	\$ 250,000
Harbor Center Construction	\$ 1,500,000
Turner Street Boardwalk Entrance	\$ 450,000
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Subtotal Desired Improvements	\$ 4,110,000



TOTAL ALL-IN COST SUMMARY

Subtotal Necessary Improvement	\$	9,840,000
Subtotal Desired Improvements	\$	4,110,000
Soft Costs @15%	\$	2,092,500
Contingency Reserve @ 30%	\$	4,185,000
TOTAL ALL-IN COST	\$	20,227,500



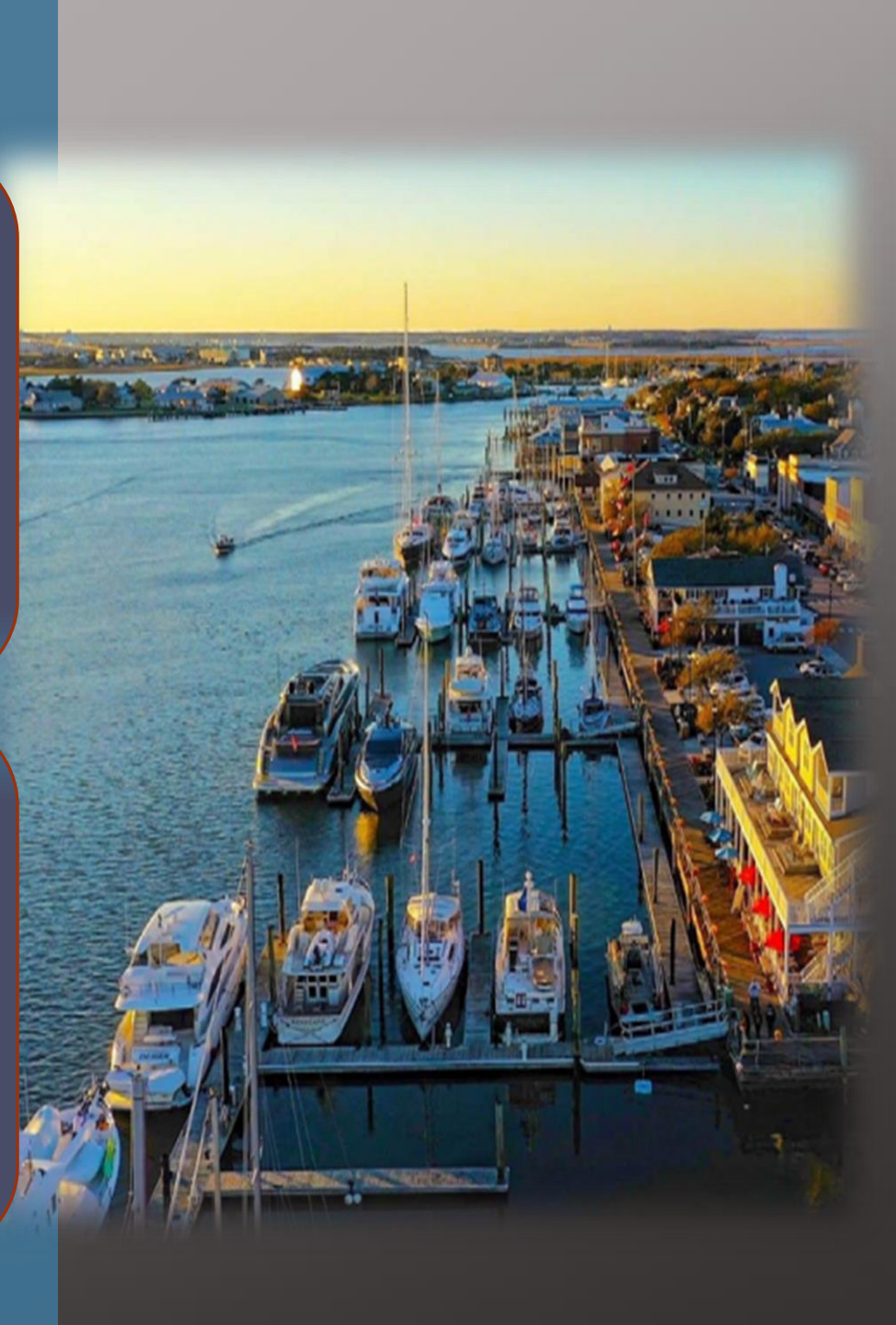
Financing/Dock Management

Option 1: Public Development

- Town seeks to finance Master Plan via federal/state grants AND private funding
- Grants likely cover 70% of cost (\$14 million)
- Private funding (revenue bonds) cover 30% of cost (\$6 million)
- Town needs to front 30% (\$600,000) of architectural/engineering expense to submit applications
- Allows the Town to negotiate the highest annual lease rate OR optimize ongoing revenues from direct management
- No tax increase

Option 2: Private Public Partnership

- Town decides to lease docks
- Town stipulates in lease RFP that \$20 million is to be spent to construct the Master Plan
- Ongoing annual lease is adjusted to account for this stipulation
- Stipulation will have a material impact on the annual lease rate.
- Town does not take on risk of soft costs to apply for funding.
- No tax increase.



Ongoing Projects

- **Completion of annual linear footage counting project (February 2023)**
- **Development of financial proformas for dock operations to help determine market value on income basis**
- **Develop auction/RFP plan to determine market value of long-term Beaufort Docks lease (with and without stipulations)**
- **Research economic impacts of NPS lease**
- **Audit compliance with Navigable Waters Ordinance and recommend amendments**





Questions