

CITY OF CHARLESTON, S.C.

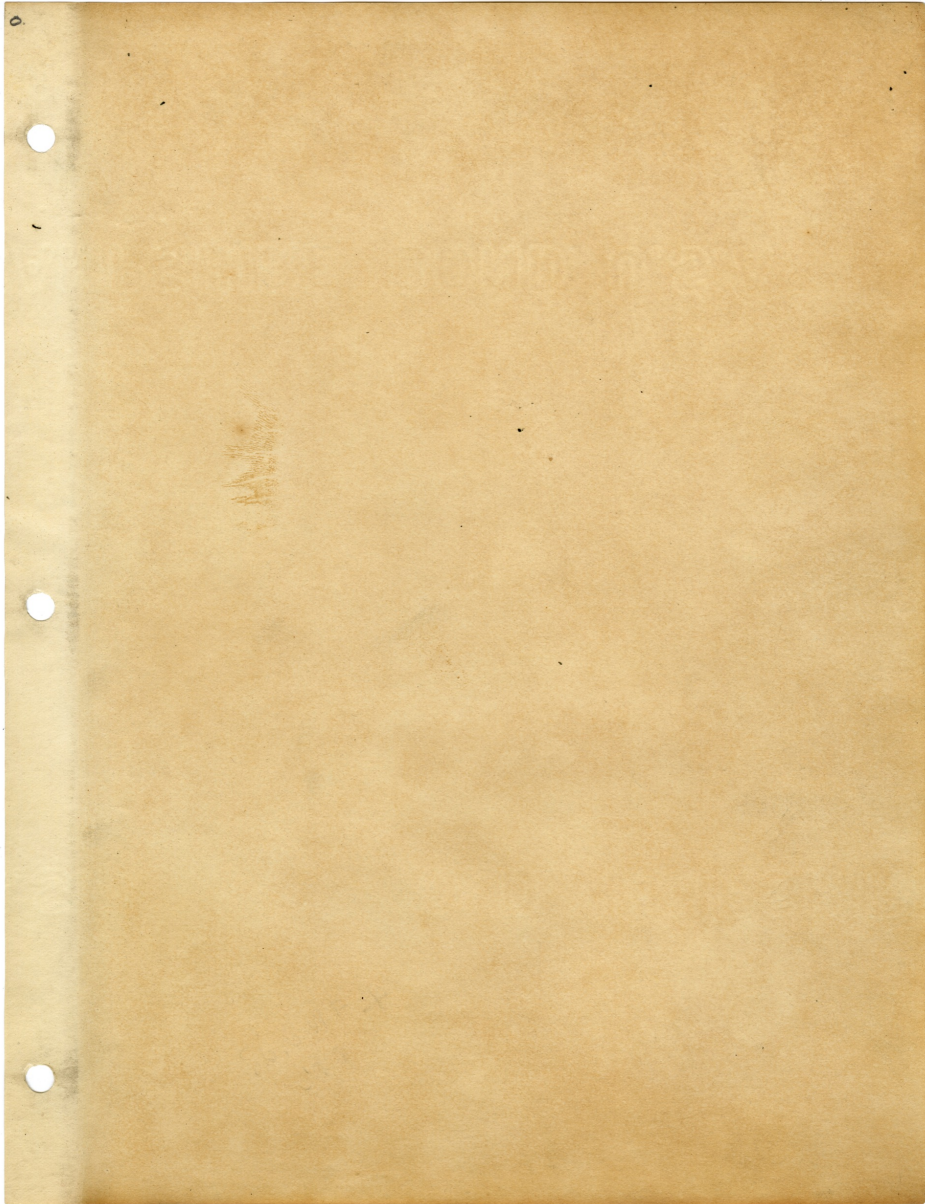
REPORT OF  
THE CITY PLANNING AND ZONING COMMISSION  
UPON  
A PROGRAM FOR THE DEVELOPMENT OF A CITY PLAN  
WITH  
SPECIFIC STUDIES OF CERTAIN FEATURES THEREOF

1931

MORRIS KNOWLES  
INCORPORATED  
ENGINEERS  
PITTSBURGH, PA.

H.C.  
J.W.F.  
C38





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City of Charleston, South Carolina

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The City Planning and Zoning Commission

Upon a Program

For the Development of a City Plan

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Specific Studies of Certain Features Thereof

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CITY PLANNING & REAL ESTATE DEVELOPMENTS  
MUNICIPAL ENGINEERING & PUBLIC UTILITIES  
INVESTIGATIONS - REPORTS  
DESIGN & CONSTRUCTION  
SUPERVISION - MANAGEMENT  
APPRAISALS - WATER  
BACTERIOLOGICAL AND CHEMICAL LABORATORY

CHARLESTON LIBRARY SOCIETY

July 2, 1931.

City Planning and Zoning Commission,  
Charleston, South Carolina.

Gentlemen:

In accordance with the terms of our agreement dated May 21, 1931, we are submitting herewith our report upon a "Program for the Development of a City Plan with Specific Studies of Certain Features Thereof".

The report deals particularly with the park, playground, school, and school districting phases of the city plan, and contains in addition a suggested major thoroughfare plan shown in relation to the schools, parks, playgrounds, and proposed use districts of the city. The report further contains the general outline of various other lines of investigation which we believe should be studied to insure the development of a complete plan. The report is written in form to be adopted and issued as the Report of the Commission and we trust in the form in which you will be glad to issue it after its adoption as the official report of the Commission.

We trust that you will find the report constructive and will present it to the City Council and the Board of School Commission for final adoption.

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We appreciate the courtesies and assistance extended to the writer by the city authorities and various civic organizations of Charleston, and trust that we may have the opportunity of serving you further in the development of the complete plan.

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Per *James H. Allen.*

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## Introduction

### Charleston

The City of Charleston possesses natural advantages which have enabled it to play an important historic part among American cities in the past, and afford it the opportunity to develop into a commanding position of leadership in the future. Its location in the southeastern part of the United States upon one of the finest natural ports on the Atlantic Coast - a port only seven miles from the open sea, and closer, on the average, than other Atlantic harbors to the principal ports of the world; the rich soil and agricultural productivity of its tributary Carolina region; the mineral resources and water power of the hinterland beyond the coastal plain; the industrial developments that have resulted from the utilization of these agricultural and mineral resources; and the healthful and delightful climate comprise a combination of enviable amenities.

When to these natural advantages are added the unique charm of Charleston's history and architecture, and its attraction as a winter resort, the potentialities of its development as a progressive, growing city become apparent.

Progress in the past half century has not been commensurate with these possibilities. In more recent years, however, this failure to realize to the fullest possible extent the value of these great community assets has been



recognized and there is today a new community spirit in Charleston with appreciation of its possibilities and a determination to make the most of them.

#### City Planning

An evidence of the promulgation of this community spirit is the initiation by the present city administration of the policy of planning for the future development of the city. Such a policy is an effective instrument for fostering and developing that spirit, and for translating it into desirable municipal facilities and a better and more practical community. Nothing conduces more to effective cooperation between citizens and their local government in the logical development of their city than an intelligent, practical plan for the provision of physical facilities adapted to their future needs, and a financial program, budgeting the necessary expenditures for improvements so that they may be carried out without an undue burden on property and business at any time.

The carrying out of a city plan does not mean an increase in expenditures for public improvements. The larger features of such a plan can usually be carried out by moderate annual expenditures over a period of years - every dollar being made to count toward the final result by making such expenditures in accordance with the previously prepared plan. Indeed, it is usually the case that substantial actual savings can be effected by city planning through avoiding mistakes or the duplication of work that

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The carrying out of a city plan does not mean an increase in expenditures for public improvements. The larger features of such a plan can usually be carried out by moderate annual expenditures over a period of years - every dollar being made to count toward the final result by making such expenditures in accordance with the previously prepared plan. Indeed, it is usually the case that substantial actual savings can be effected by city planning through avoiding mistakes or the duplication of work that

frequently results from haphazard, uncontrolled development.

Program of Studies

A program for the development of a city plan for Charleston should include the following investigations and reports:

- I - Zoning Plan and Ordinance;  
Building and Sanitary Codes
- II - Estimated Ultimate Distribution  
of Population
- III - School and School Playground Plan
- IV - Park and Playground Plan
- V - Major Thoroughfare Plan; Subdivision  
Rules and Regulations
- VI - Transportation Plan - Railroad,  
Water and Air
- VII - Industrial Survey
- VIII - Legislative Requirements
- IX - Financial Program and Budgeted  
Tax Plan

A comprehensive zoning plan and ordinance for Charleston, (Item I above), has been completed as the first assignment of the City Planning and Zoning Commission; and is pending in the City Council as this report is prepared.

Studies of "II - Estimated Ultimate Distribution of Population"; "III - School and School Playground Plan"; and "IV - Park and Playground Plan", have been completed, and reports thereon are included herein.

A preliminary study of "V - Major Thoroughfare Plan" has been completed and a report thereon is included herein.



This study has been based on maps and field inspections, but without traffic counts or detailed field surveys.

In addition, this report includes an outline of the scope of the studies that appear desirable with respect to each of the remaining features listed above. These additional studies should be undertaken from time to time, as facilities and financial resources become available.

#### Promotion and Administration

The following principles should be borne in mind in connection with the promotion and administration of the city plan of Charleston:

1. A city plan can succeed only if it is a practical expression of the ideals of the best minds of the community. Cooperation of all governmental jurisdictions affected and of all civic bodies and citizens interested in the progress of the city is therefore essential.

2. A city plan must be kept up to date. The permanent maintenance of a city planning commission and constant study by the Commission to assure continuous adjustment to changing conditions are indispensable.

3. When any major portion of the city plan has been completed and officially adopted, it should be given wide publicity, and constant attention should be given to its impartial and effective administration.

4. Substantial departures from an adopted plan should never be permitted for a selfish or temporary reason; changes in an adopted plan should be made only when the revised plan will be better adapted to the needs of the city as a whole.

5. The desire for the realization of an improvement, incorporated in an adopted plan, should never be lessened, no matter how distant its ultimate completion may appear.

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6. The city plan should never be allowed to be pigeonholed. It should be kept constantly before the people. In this way only can its advantages be fully realized and its maximum contribution made to the development of community spirit.

#### Initial Steps toward Realization

The suggestions contained in this report should be carried out as opportunity is afforded. Actual accomplishment of many necessarily will be at a more or less future date. However, a few are of such urgency or can be realized with so little expenditure of money, that they are specially called to attention below for the earliest possible consideration:

1. The zoning ordinance should be adopted and made effective with the least possible delay. Every effort then should be made to secure the services of the best qualified citizens of the community upon the Board of Adjustment provided by the ordinance.
2. The additional studies outlined in this report should be made as promptly as possible. In particular, the suggested study of legislation, which can be carried on with a minimum of expense for outside services, might well be undertaken at once.
3. The preliminary report on a major thoroughfare plan, included herein, should be supplemented as promptly as possible by a more complete study and detailed field surveys. In particular, immediate consideration might well be given to the establishment of set-back lines to provide for the eventual widening of main thoroughfares; and to the possibility of securing the early widening of King Street between Broad and Beresford Streets by arcading buildings on both sides of the street.
4. Early efforts should be made to secure the removal of the county jail from its present location to an industrial district or to a location outside the city limits. This step would aid greatly in cleaning up the slum neighborhood in the vicinity of the present jail.



5. If practical, the property proposed in the report as a location for the South Junior Park should be acquired at once, and all of the existing buildings razed. This would provide not only a site for a desirable future park, but would clean up one of the worst sections of the city and would stimulate the conversion of the surrounding area to a more desirable type of residential development.

#### Community Cooperation

One other step should be taken at once. The City Planning and Zoning Commission has had the helpful cooperation and assistance, in all of its work up to the present time from the City Board of School Commissions, the Port Utilities Commission, the office of Port and Municipal Publicity, the City Engineer, the newspapers, and many civic organizations and private citizens. All of these have made freely available the data in their possession and the studies they have made looking to future developments in their respective fields of interest. Many of their suggestions have been adopted in this report and incorporated in the plans submitted herewith.

In acknowledgment of this cooperation, copies of this report should be made available, if possible in printed form, to all of those interested, in order that they may study it, criticize it, and submit recommendations for the modification and improvement of the suggestions made. After such modifications and improvements have been discussed and agreed upon, continuous cooperation of all of these jurisdictions and interests should be sought, in order that the combined efforts of the entire community may

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be directed toward the accomplishment of the desired results.  
If such community cooperation can be secured, Charleston will  
move fast and far in the direction of the realization of its  
ideals.



I - Zoning Plan and Ordinance; Building and Sanitary Codes

Zoning Ordinance

A comprehensive zoning plan and ordinance for Charleston have been developed in connection with this work as a part of the initial assignment of the City Planning and Zoning Commission. The final ordinance has been set up as a complete separate report and upon adoption will presumably be available in printed form.

It is particularly important that strict attention be given to the effective and impartial administration of this important feature of Charleston's City Plan, and to its interpretation by a competent Board of Adjustment.

Building and Sanitary Codes

At an early date, existing building and sanitary codes should be reviewed and, where necessary, revised, so that all ordinance regulations designed to promote the interests of health, safety and general welfare of the city will be coordinated and codified.

In connection with the revision of the building and sanitary codes, consideration should be given to the inclusion of provisions for correction of conditions inimical to health and safety; and where necessary for the removal of unsafe or insanitary buildings, at the expense of the property owner. Additional power for this purpose should be sought from the legislature if existing statutes are inadequate.

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During the course of these studies, there were observed numerous deteriorated buildings which cannot but be considered as a menace to the city. In the last stages of dilapidation, some of them actually appear to threaten collapse; without doors and windows, some of them offer entrance at will and may easily become centers of crime and vice, or the origin of disastrous fires; without sanitary conveniences, others may be breeding places of disease.

The judicious use of the power to remove such buildings would not only eliminate eyesores and danger spots from the city, but might be made an effective instrument for promoting the conversion of slum areas into more desirable types of development.



## II - Estimated Ultimate Distribution of Population

The design of municipal utilities and facilities depends upon the population they are intended to serve. The most desirable information to have on hand in the study of any area, whether ward, city or region, is the population of the area in question when ultimately developed in a reasonable manner. Population data, on the basis of ultimate development, have been determined and utilized for the planning studies at Charleston. This determination has been made by ascertaining the use to which property within the present city limits best may be put, and its probable type of development, as provided in the zoning plan and ordinance. On this basis, it is found that within the present limits of the city, approximately 75,000 people may be accommodated in a reasonable way. It is estimated that about 45,000 of these would be white persons.

Plate I, page 11, shows the present distribution of population, and Plate II, page 12, the probable ultimate distribution of population within the present city limits. The latter information forms the basis for the design of the school and the park and playground plans.

Attention is called to the estimated distribution of white and colored populations in wards 5 and 7, particularly in the sections immediately adjoining Calhoun Street. The future development within these two wards is difficult to determine and there is more chance for an inaccurate

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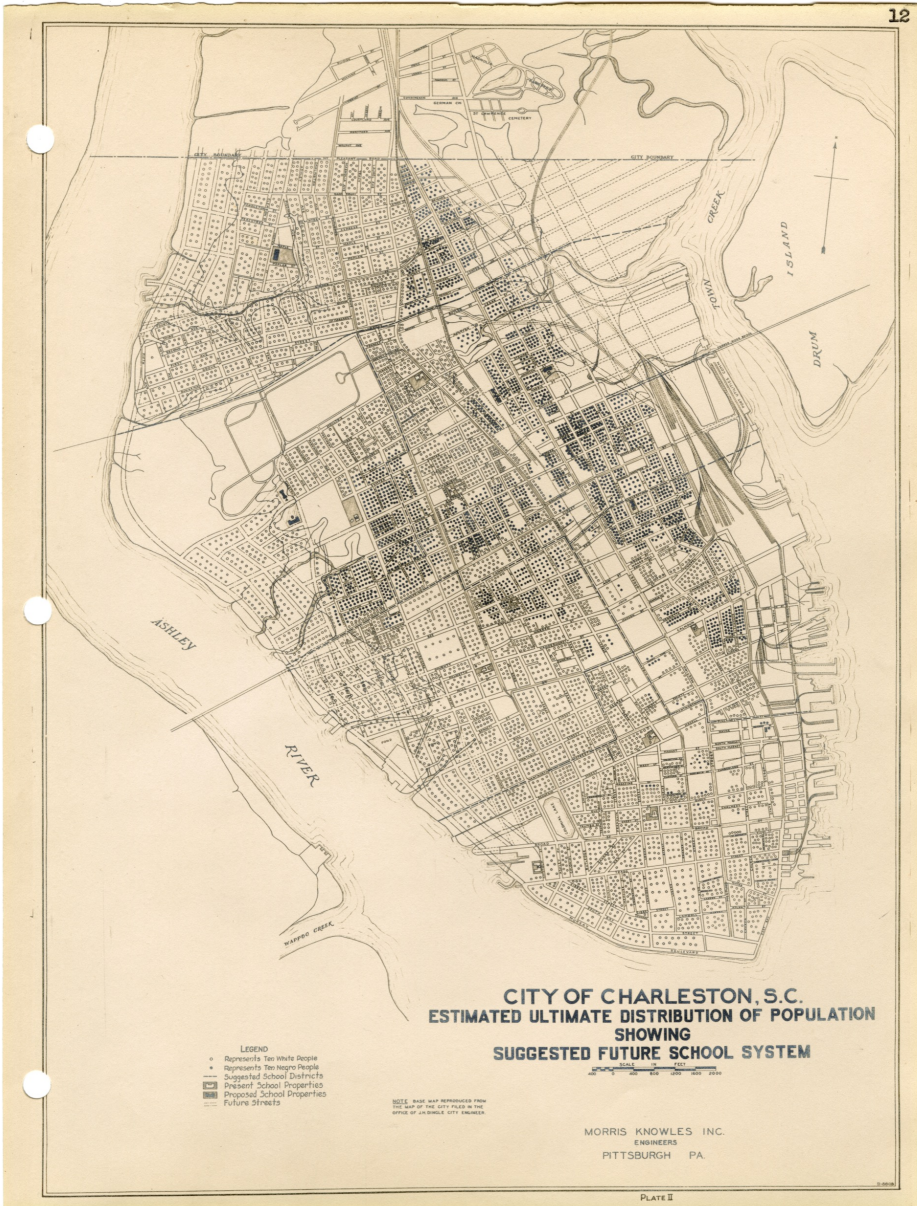
**CITY OF CHARLESTON, S.C.  
PRESENT DISTRIBUTION OF POPULATION  
SHOWING  
PRESENT SCHOOL SYSTEM**

- LEGEND**
- Represents Ten White People
  - Represents Ten Negro People
  - School District Lines
  - ▨ School Properties - Developed
  - ▩ School Properties - Underdeveloped

NOTES: BASED UPON INFORMATION FROM THE 1920 AND 1930 CENSUS ON THE BASIS OF AN ASSUMED 10% INCREASE

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[Plate II: Estimated Ultimate Distribution of Population Showing Suggested Future School System]

prediction here than in the other sections of the city. However, property owners have it within their power to develop this section in a manner most desirable to them. At present, this territory, except for the sections immediately adjoining Calhoun Street, is occupied principally by whites. With sensible cooperative preparation and action on the part of the owners of property in the vicinity of Calhoun Street, and with the support of the public authorities, it should be possible to maintain the white occupancy of this section and to bring about a desirable improvement in the present type of development.

Practically all the buildings near Calhoun Street now are in poor shape and should soon be replaced. An extension of Henrietta Street to East Bay Street would improve the street and lot arrangement, but at the same time necessitate the removal of many of the old buildings in between Calhoun and Charlotte Streets and east of Elizabeth Street. The better lot arrangement, made possible by this extension, would compensate somewhat for the damages involved in removing the existing structures and, in addition, a new and better type of development would become possible. This improvement is suggested for consideration, although in making the estimate of future distribution of population no assumption has been made that the suggested improvements would be accomplished.

Table No.1 shows the population of Charleston by white and colored persons for the United States census years from



1790 to 1930. It is interesting to note that the negro population fell below that of the whites for the first time in 1920; and that in 1930 there was again a further marked decrease of negroes. In 1930, the ratio of the white population to the total for the city was the highest since the first United States census in 1790. This tendency for the ratio of whites to negroes to increase will probably continue, especially if efforts are made to attract industrial and commercial activities of selected types. The results of these past two censuses tend to support the estimate of 45,000 whites and 30,000 negroes as the probable ultimate population within the present city limits.

Table No. 2 gives the white and colored populations of the city by wards for 1920 and 1930. Particular attention is called to the decrease in negro population in Wards 1 to 8 inclusive. It seems certain that this tendency will continue in the future and the city should encourage it by providing proper facilities, such as schools, parks and playgrounds in logical locations. Further reference to white and colored population, particularly in reference to future sections for each is made later in the reports upon parks and schools.

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Table No. 1Population DataWhite and Colored Population 1790 to 1930

	<u>Whites</u>	<u>Negroes</u>	<u>Total*</u>	<u>Ratio of Whites to Total</u>
1790	8089	8270	16359	49.4
1800	8820	10004	18824	46.6
1810	11568	13143	24711	46.8
1820	10653	14127	24780	43.0
1830	12828	17461	30289	42.6
1840	13030	16231	29261	44.5
1850	20012	22973	42985	46.5
1860			40522	
1870	22749	26207	48956	46.5
1880	22699	27276	49984	45.4
1890	23919	31036	54955	43.5
1900	24238	31569	55807	43.4
1910	25764	31069	56833	45.8
1920	35585	32372	67957	52.4
1930	34177	28062	62265	54.8

\*Total includes other races in addition to whites and negroes.



[Table No. 2: Population Data White and Negro Population by Wards 1920 and 1930]

Table No. 2  
Population Data  
White and Negro Population by Wards  
1920 and 1930

	White Population		Negro Population		Total Population*	
	1920 <u>U.S. Census</u>	1930 <u>Estimated</u>	1920 <u>U.S. Census</u>	1930 <u>Estimated</u>	1920 <u>U.S. Census</u>	1930 <u>Estimated</u>
Ward 1	1640	1500	1164	490	2805	1994
Ward 2	2146	2520	503	190	2649	2721
Ward 3	2016	1390	1100	650	3138	1963
Ward 4	2524	2400	3283	2500	5813	5037
Ward 5	3100	2470	2211	1560	5319	4049
Ward 6	3400	3280	1163	850	4563	4294
Ward 7	2049	2020	3015	1640	5066	3568
Ward 8	2831	2660	2142	1860	4974	4547
Ward 9	2583	1840	2648	2780	5231	4558
Ward 10	4147	4380	4148	4050	8297	8438
Ward 11	6156	6310	5961	6130	12121	12406
Ward 12	<u>2993</u>	<u>3410</u>	<u>4988</u>	<u>5360</u>	<u>7981</u>	<u>8690</u>
	35585	34180	32326	28060	67957	62265

\* Includes other races in addition to whites and negroes.

### III - School and School Playground Plan

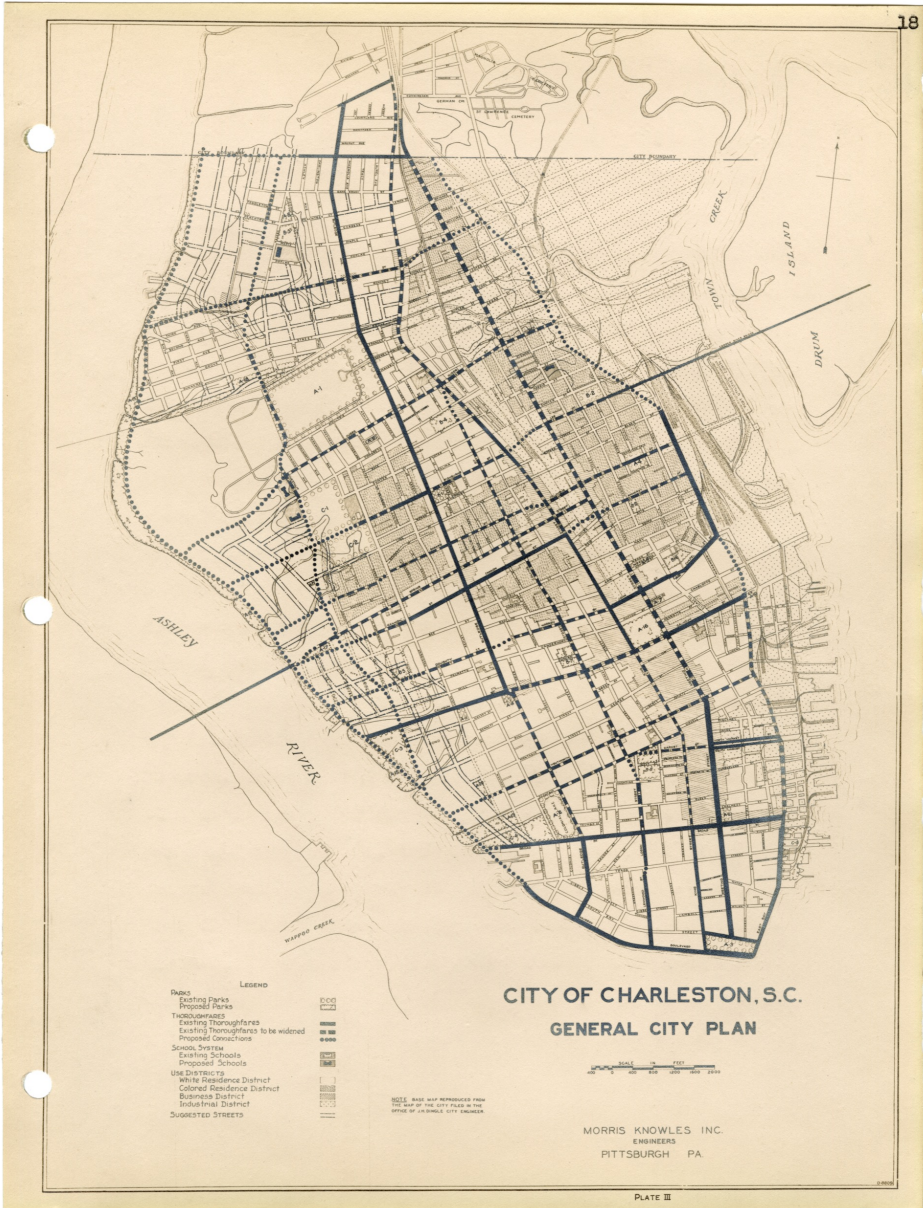
#### General

Schools would be located so as to serve conveniently the residence sections and districts of child population. In the South, where separate schools are established for white and negro children, the logical location of schools may be an effective influence for the desirable development of the surrounding territory.

The preparation of the school plan has been based, therefore, upon the determination of desirable ultimate uses of properties within the present city limits; the present and probable distribution of population; school enrollment factors determined from available indices; and consideration of the future system of thoroughfares.

The zoning plan for Charleston does not provide for any distinction between white and colored residence sections. However, the "General City Plan", Plate III, shows, in addition to improvements proposed for thoroughfares, schools, parks and playgrounds, the probable ultimate development of property within the present city limits. On this plan, probable future white and negro residence sections are indicated. A comparison of this feature of the plan with the zoning data map, showing the occupancy of existing houses by white or colored persons, brings to attention the following points.





[Plate III: General City Plan]

First, West of King Street residence sections are indicated as likely to be occupied by white persons, with the exception of the areas in the vicinity of the Burke and Simonton Schools and the area located approximately between King Street, Spring Street, Rutledge Avenue and Line Street. It is felt that these three negro sections are definitely established. Moreover, population studies show that these areas will probably continue to be necessary to house a portion of the future estimated negro population.

The negro section in the vicinity of the county jail has deteriorated into a slum area. It is decidedly to the advantage of the city and property owners interested in this section to eliminate this condition and this has been anticipated in making the general plan.

It is believed that undeveloped sections adjoining the Ashley River will be reserved as white residence sections by developers through the use of deed covenants.

Second, with a few minor exceptions, it is probable that residence property east of King Street and north of Laurens Street may ultimately become negro sections. Such development generally will be advantageous and should be encouraged when and as necessary. North of Mary Street the present tendency already is toward negro occupancy.

Regarding this section of the city, attention is called to the present development and the existing predominant white occupancy of the area between Mary Street and Laurens Street. In view of the results of the last two



United States census returns which successively show a decided decrease of negro population, it seems desirable to preserve as long as possible, the present character of this section. In other words, it is believed desirable that reasonable efforts be exercised to keep this a white section as long as negro population continues to decrease. This reasoning has prompted the suggestion that the Buist School be converted, in the near future, into a white elementary school. Previous mention of another possibility to improve this general section has been made in the discussion of "Estimated Ultimate Distribution of Population".

#### Existing School and Present Enrollment

The locations of existing schools, school properties and school districts are shown on Plate I, previously referred to as showing the present distribution of white and negro population. The schools also are listed in Tables Nos. 3 and 4, together with the grades for each school; the number of class rooms; the total seating capacity; the enrollment of each school for April, 1931, and for the year 1930; the population of each school district, and the present ratios between enrollment and population. Table No. 3 is for white schools and Table No. 4 for colored schools. For convenience of reference, a number has been given to each school, as listed in Tables Nos. 3 and 4, and a corresponding number noted on Plate I. Tables Nos. 5 and 6 show the total enrollment for the system of white schools, classified as to grades for alternate years from 1920 to 1930; and the enrollment

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Table No. 3  
School and School Background Data  
Existing White Schools - Present Developments

Name of School	Reference Number	Number of Grades	Number of Class Rooms		Number of Seats Total	Enrollment April, 1951	Average Enrollment Year 1951	Estimated Population in District	Enrollment Factor* Year 1951 Present Grades	Area of Property (Acres)	Remarks re Development Proposed for existing schools (See Table No. 1)	
			Total	Main Bldg.								
<b>Elementary Schools</b>												
Orin's School	(1)	1 to 7	22	22	900	895	713	9300	0.064	0.060	1.0	No change proposed for buildings. Additional playground needed.
Weslett School	(2)	1 to 7	25	25	1000	905	874	930	0.138	0.104	1.2	Proposed to be eventually discontinued as public school.
Courtenay School	(3)	1 to 7	29	25	1015	895	965	1055	0.175	0.133	0.9	Proposed to be eventually discontinued as public school.
Mitchell School	(4)	1 to 7	25	22	1075	955	840	898	0.174	0.154	0.9	No change proposed for buildings.
Simons School	(5)	1 to 9	31	30	1345	1202	1224	1252	0.175	0.155	1.4	Proposed to eventually convert into a junior high school.
Totals			132	127	5545	4947	4217	4811	0.141	0.128	6.4	
<b>High Schools</b>												
Neuminger School (girls high school)	(6)	8 to 12	27(1)	26	1000	900	912	940	0.207	-	1.17	Proposed to eventually convert into a junior high school.
Charles W. High (boys high school)	(7)	8 to 11	20(2)	20	750	750	697	697	0.200	-	0.8	Proposed to eventually convert into an elementary school.
Murray Vocational	(8)	8 to 11	14(3)	8	350	350	350	350	0.300	-	N.E.	No change proposed for buildings.
Totals			61	54	2100	2000	1760	1790	0.410	-	2.4	
Totals			193	181	7645	6947	5977	6601	0.551	-	8.8	

\* The enrollment figures for the total states of elementary schools and the high schools are actual. For the individual schools the figures have been estimated.

\*\* Enrollment Factor is the ratio of enrolled pupils to the estimated total white population within the School District.

(1) There are three laboratories and one sewing room in addition to the class rooms.

(2) There are two laboratories, one lecture room and one commercial room in addition to the class rooms.

(3) There are five shops and one laboratory in addition to the class rooms.



[Table No. 4: School and School Playground Plan Existing Negro Schools – Present Development]

Table No. 4  
School and School Playground Plan  
Existing Negro Schools - Present Development

<u>Name of School</u>	<u>Reference Number</u>	<u>Number of Grades</u>	<u>Number of Class Rooms</u>		<u>Number of Seats</u>		<u>Enrollment April 1, 1931</u>	<u>Average Enrollment* Year 1930</u>	<u>Estimated Population Within School District</u>	<u>Enrollment Factor ** Present System Year 1930</u>	<u>Area of School Property (Acres)</u>	<u>Remarks re Development Proposed For Existing Schools (See also Table No. 3)</u>
			<u>Total</u>	<u>Main Bldg.</u>	<u>Total</u>	<u>Main Bldg.</u>						
Buist School	(9)	1 to 5	18	13	896	696	786	940	6240	0.150	0.8	Proposed to be converted into white elementary school in near future although eventually it may be necessary to reconvert into negro school.
Simonton School	(10)	1 to 5	27	27	1470	1470	1331	1579	13350	0.115	0.7	No change proposed.
Shaw School	(11)	1 to 5	14	14	700	700	756	900	8470	0.106	0.3	Proposed to eventually replace by new school in another location.
Total					3066	2866	2873	3419	28060	0.122	1.8	
Burke High and Industrial	(12)	6 to 11	20(1)	19	1000	950	844	817	28060	0.030	3.0	No change proposed.
Totals					4066	3816	3717	4236	28060		4.8	

\* The enrollment figure for the system of elementary schools and for the High School are actual. For the individual schools the figures have been estimated.

\*\* Enrollment Factor is the ratio of enrolled pupils to the estimated total negro population within the School District.

(1) There are four shops in addition to the class rooms.

factor of each grade according to the 1920 and 1930 United States censuses. Tables Nos. 7 and 8 show similar information for the colored schools. The increased trend toward education is clearly indicated by data shown in these tables.

Proposed Future Schools and School Districts

The location of suggested future schools and school districts is shown on Plate II, together with the information as to probable ultimate distribution of whites and negroes. These schools also are shown on the "General City Plan", Plate III. Table No. 9 lists the suggested future schools and school districts for whites and indicates the requirements for each; Table No. 10 gives the same information for the negro schools. The reference numbers shown in these tables correspond to those shown on Plate II.

The suggested school and school districting plan, for white children, is based upon a school system consisting of elementary schools of five grades, two Junior High Schools for grades 6, 7 and 8, and a co-educational High School for grades above the eighth. This plan, it is understood, is now being considered for future development by the City Board of School Commissions.

For negroes, it is assumed the school system will continue to consist of elementary schools of five grades and a High School for grades above the fifth.

The complete plan for ultimate development provides for six elementary school districts for white children and three for negroes.

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The complete plan for ultimate development provides for six elementary school districts for white children and three for negroes.



[Table No. 5: School and School Playground Plan School Enrollment - White Grade Schools]

Table No. 5  
School and School Playground Plan  
School Enrollment - White Grade Schools

	<u>G r a d e s</u>								<u>Total</u>
	<u>Special</u>	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	
1920	39	980	530	591	601	447	503	335	4026
1922	61	865	701	540	628	603	453	475	4326
1924	85	813	705	656	622	523	549	476	4429
1926	110	722	597	655	628	575	604	492	4383
1928	151	825	733	595	613	588	614	496	4615
1930	<u>103</u>	<u>725</u>	<u>816</u>	<u>724</u>	<u>717</u>	<u>607</u>	<u>605</u>	<u>514</u>	<u>4811</u>
Total	549	4930	4082	3761	3809	3343	3328	2788	26590
Percent	2.1	18.5	15.3	14.1	14.3	12.6	12.5	10.5	100.0%

Enrollment Factor\*

1920 Population, 35585	0.001	.028	.015	.017	.017	.013	.014	.009	.113
1930 Population, 34177	0.003	.021	.024	.021	.021	.018	.018	.015	.141
1920 Enrollment Factor - Grades 1 to 5 inclusive	- 0.091								
1930 Enrollment Factor - Grades 1 to 5 inclusive	- 0.108								
Ratio 1930 Enrollment Grades 1 to 5 to Enrollment Grades 1 to 7	- $\frac{.108}{.141} = 77\%$								

\* Ratio of Enrolled Pupils to Total White Population.



[Table No. 6: School and School Playground Plan School Enrollment – White High School]

Table No. 6  
School and School Playground Plan  
School Enrollment - White High School

	<u>G r a d e s</u>						<u>Total</u>
	<u>8</u>	<u>9</u>	<u>10</u>	<u>11</u>	<u>12</u>	<u>Normal</u>	
1920	259	239	128	117	50	5	798
1922	416	335	273	137	56	7	1224
1924	476	337	281	213	125	11	1443
1926	533	344	248	221	147	29	1522
1928	558	377	310	208	129	23	1605
1930	<u>611</u>	<u>395</u>	<u>360</u>	<u>269</u>	<u>131</u>	<u>24</u>	<u>1790</u>
	2853	2027	1600	1165	638	99	8382
<u>Enrollment Factor*</u>							
1920 Census, 35585	0.0073	0.0067	0.0036	0.0033	0.0014	0.0001	0.0224
1930 Census, 34177	0.0179	0.0116	0.0105	0.0079	0.0038	0.0007	0.0524

\* Ratio of Enrolled Pupils to Total White Population.



[Table No. 7: School and School Playground Plan School Enrollment – Negro Grade Schools]

Table No. 7

School and School Playground Plan  
School Enrollment - Negro Grade Schools

	G r a d e s							Total
	1	2	3	4	5	6	7	
1920	1042	971	478	224	160	72	63	3010
1922	1724	790	754	481	327	202	138	4416
1924	1419	824	538	476	566	253	192	4268
1926	1207	783	526	459	368	345	198	3886
1928	1201	713	705	398	346	254	193	3810
1930	<u>1036</u>	<u>855</u>	<u>693</u>	<u>460</u>	<u>375</u>	<u>280</u>	<u>217</u>	<u>3916</u>
Total	7629	4936	3694	2498	2142	1406	1001	23306
Percent	32.7	21.2	15.9	10.7	9.2	6.0	4.3	100.0

Enrollment Factor

1920 Census, 32326	0.0323	0.0300	0.0148	0.0069	0.0049	0.0022	0.0019	0.093
1930 Census, 28062	0.0370	0.0304	0.0247	0.0164	0.0134	0.0100	0.0077	0.139

1920 Enrollment Factor - Grades 1 to 5 inclusive - 0.0889  
1930 Enrollment Factor - Grades 1 to 5 inclusive - 0.1219



[Table No. 8: School and School Playground Plan School Enrollment – Negro High School]

Table No. 8  
School and School Playground Plan  
School Enrollment - Negro High School

	<u>G r a d e s</u>					<u>Total</u>
	<u>8</u>	<u>9</u>	<u>10</u>	<u>11</u>	<u>Normal</u>	
1920	-	-	-	-	-	-
1922	-	-	-	-	-	-
1924	72	60	25	23	0	180
1926	118	50	10	41	0	219
1928	156	49	39	35	9	288
1930	<u>127</u>	<u>79</u>	<u>66</u>	<u>39</u>	<u>9</u>	<u>320</u>
	473	238	140	138	18	1007
1930 Enrollment Factor Population, 28062	0.0045	0.0028	0.0023	0.0014	0.0003	0.0113



Except in three instances, all existing schools are utilized in the suggested ultimate plan. The exceptions are the Bennett School, the Courtenay School, and the Shaw Memorial School. The suggestion that these three existing schools be discontinued eventually for ordinary day time public school purposes is prompted by their disadvantageous locations. Also it is probable that these school properties either may be disposed of profitably or utilized to advantage for some other community purpose. For example, it seems that probably the College of Charleston might utilize the Bennett School when it is discontinued as a grade school. The Courtenay School occupies a business location, in addition to having potential possibilities for other community uses. The Shaw School is too small and the building is not a modern or fire-proof structure.

In addition to the future construction of new grade schools, the proposed plan suggests that eventually the Simons School and the Memminger School be converted into North and South Junior High Schools respectively, and that a new Senior High School be constructed. The present High School is suggested as a grade school. It also is suggested that the Buist School be changed to a white elementary school in the near future.

In the construction of new schools, it is not suggested that the proposed ultimate capacity of the buildings be provided initially but rather that the plans for the buildings be designed with ultimate future requirements in mind.

The suggested property areas should be acquired as early as practicable.

Program of Development

The program for the development of the suggested system depends mostly upon the rate of growth and development of Charleston. As a general rule, improvements should be made as needed and expedient.

On the basis of present conditions and the assumption of a normal future growth, the following order of development is suggested as advantageous.

I. At an early date, construct the proposed Harris Street negro elementary school and convert the Buist School into a white grade school. The original capacity of the Harris Street School should be 24 rooms.

The conversion of the Buist School into a white elementary school will provide a more convenient location for those it is intended to serve and will greatly assist in maintaining a desirable character of development in the district. On the basis of present population and the proposed Buist School District boundaries, it would decrease the enrollment in the Courtenay and Bennett Schools by about 300 pupils each. However, by making slight adjustments in the original Buist School District boundaries, the main buildings of the Buist, Bennett and Courtenay Schools will accommodate present or early future demands in a satisfactory manner. It should be kept in mind also that it is suggested to discontinue eventually both the Bennett and Courtenay Schools.

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II. Construct the initial unit of the white elementary school to be located at Peachtree Street.

III. Construct the proposed new Senior High School for white children.

IV. Convert the existing high school to a grade school, and the Simons and Memminger Schools into Junior High Schools; and discontinue the Bennett and Courtenay Schools as grade schools.

V. Replace the Shaw School by the proposed new Shaw School.

VI. Construct the proposed new grade school at Chestnut and Grove Streets.

#### School Playgrounds

The desirable area of school playgrounds is 100 square feet per pupil, assuming such area to be adequately developed for playground purposes. There should be a playground available for each of the schools, both existing and proposed.

Tables Nos. 3 and 4, to which reference has previously been made, in addition to other information, shows the approximate area of school property at each of the present school sites. At all of the existing schools there is less area available for playground purposes than is desirable. The area at the Simons School nearly equals that to be desired; and at the Mitchell School, playground area of sufficient size is provided by the adjoining Mitchell Park.

In Tables Nos. 9 and 10, the desirable areas for school buildings and school playgrounds in the suggested ultimate system is given. For the proposed new schools, areas equal at least to those indicated should be provided. The present schools that are included in the suggested ultimate school system (with the exceptions noted above) are now hemmed in by improved private developments and present finances probably do not permit the acquisition of such properties for playground purposes. Nevertheless, the desirable areas for school purposes are shown, so as to call attention to the deficiencies. By watching developments in the vicinity of these schools, opportunities may arise in the future to obtain additional property economically, and thus provide required playground areas.

A few comments of particular interest follow.

Playground space at the present High School - proposed to be used in the future for a grade school - is decidedly inadequate. It is suggested that additional property adjacent to the present property be acquired at the first practical opportunity.

Attention is called to the recommendations in the parts of this report upon "Parks and "Thoroughfares", for improvements in the section south of Memminger School.

Property developments surrounding the Buist School are in poor condition, especially just to the east and south. It may be an opportune time to obtain additional property for this school location.

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[Table No. 9: School and School Playground Plan Development Proposed for White Schools]

Table No. 9  
School and School Playground Plan  
Development Proposed for White Schools

<u>Name of School</u>	<u>Reference Number</u>	<u>Number of Grades</u>	<u>Estimated Population Within Proposed School District</u>		<u>Enrollment* Factor</u>	<u>Estimated Enrollment From School District Based on</u>		<u>Capacity Available for Existing Schools; or Required for Proposed Schools (Main Buildings)</u>		<u>Desirable Area of Property for School and School Playground (Acres)</u>	<u>Remarks</u>
			<u>Present</u>	<u>Ultimate</u>		<u>Present Population</u>	<u>Ultimate Population</u>	<u>Class Rooms</u>	<u>Seats</u>		
<u>Elementary Schools</u>											
Crafts School	(1)	1 to 5	8380	11640	0.070	590	820	21	865	2.0	Present buildings meet requirements.
Buist School	(2)	1 to 5	5710	3660	0.130	740	480	13	696	1.0	Present buildings meet requirements.
Rutledge Ave. School (now Charleston High School)	(3)	1 to 5	7260	10300	0.120	870	1240	20	780	3.0	Eventually a 10-room extension required.
Ashley School	(4)	1 to 5	1600	4150	0.120	190	500	12	500	1.5	Proposed new school.
Mitchell School	(5)	1 to 5	8150	6260	0.140	1140	880	20	953	2.0	Present buildings meet requirements.
Wilbur School	(6)	1 to 5	<u>2900</u>	<u>10120</u>	<u>0.120</u>	<u>350</u>	<u>1200</u>	30	<u>1200</u>	3.0	Proposed new school.
Total			34000	46130	0.11	3880	5120		4994		
<u>High Schools</u>											
North Junior High (now James Simons School)	(7)	6 to 8	34180	46130	0.027	920	1250	30	1309	3.0	Present buildings meet requirements.
South Junior High (now Nemminger School)	(8)	6 to 8	34180	46130	0.027	920	1250	23	950	3.0	Eventually a 10-room extension required.
Charleston High School*	(9)	9 to 11	34180	46130	0.050	1700	2300	60	2400	6.0	Proposed new school.
Murray Vocational School	(10)	9 to 11	34180	46130	0.005	<u>160</u>	<u>230</u>				
Total						<u>3700</u>	5030		4659		
Totals						<u>7580**</u>	<u>10150</u>		<u>9653</u>		

\* Estimated probable ratio of enrolled pupils to total population of School District.

\*\* This figure is considerably greater than the present enrollment because the enrollment factors are for future conditions. These anticipate an increased inclination for education.

[Table No. 10: School and School Playground Plan Development Proposed for Negro Schools]

Table No. 10  
School and School Playground Plan  
Development Proposed for Negro Schools

<u>Name of School</u>	<u>Reference Number</u>	<u>Number of Grades</u>	<u>Estimated Population Within School District</u>		<u>Enrollment* Factor</u>	<u>Estimated Enrollment From School District</u>		<u>Capacity Available For Existing Schools or Required for Proposed Schools</u>		<u>Desirable Area of Property for Schools School Playgrounds (Acres)</u>	<u>Remarks</u>
			<u>Present</u>	<u>Ultimate</u>		<u>Present</u>	<u>Ultimate</u>	<u>Class Rooms</u>	<u>Seats</u>		
<u>Elementary Schools</u>											
Simonton School	(11)	1 to 5	16890	10740	0.130	2200	1400	27	1470	3.0	No change proposed for buildings.
New Shaw Memorial )**	(12)	1 to 5 )	11170	17400	0.130	1450	2260	24	960	2.2	Proposed new school to replace present Shaw School.
Harris St. School )	(13)	1 to 5 )									
Total						3650	3660		3370		
<u>High Schools</u>											
Burke High	(14)	6 to 11	28060	28140	0.04	1120	1200	19	950	3.0	Eventually a 6-room extension is required.
Totals						4770 <sup>+</sup>	4860		4920		

\* Estimated probable ratio of enrolled pupils to total population of School District.

\*\* Two schools are necessary to serve portion of city east of King Street. The district boundaries of each have not been designated.

+ This figure is considerably greater than the present enrollment because enrollment factors used are for future conditions and anticipate an increased inclination for education.



The Shaw School, as previously stated, is not a modern or fireproof structure. It also has very little play-ground area. It is suggested that property on Hanover Street between Reid and Amherst Street be acquired for a new Shaw School to be built at a future date. Until the time when this improvement becomes necessary, the property is suggested to be used for a negro playground.

Summary

The purpose of the School Plan is not to recommend policies for adoption by the School Board, but rather to point out the ways in which the location of school facilities can contribute toward guiding the development of property in accordance with the purposes of the Zoning Ordinance and the City Plan; and to look into the future and suggest plans and methods of taking care of probable future requirements as they arise. That the City Board of School Commissioners has recognized the wisdom of this policy is evidenced by its commendable selection and acquisition of several properties for school purposes in advance of actual need of constructive improvements. It is felt that the plan herein suggested will assist the Board in the furtherance of this policy.

Naturally, the suggested school locations may be slightly adjusted and the suggested school district boundaries shifted from time to time, as the city grows and new school units are put into service. However, the location of improvements and new buildings in general accordance with an ultimate plan similar to that suggested herein will assure the avoidance

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#### IV - Park and Playground Plan

##### General

There is little need, in this day, to urge the necessity and value of parks and playgrounds. At Charleston, one only has to pass by or through White Point Gardens or Hampton Park, at a time of day when people generally are at leisure, to see the actual benefits of park facilities; or to think a moment about the thousands from all parts of the country who annually visit "the world known parks" - Magnolia and Middleton Gardens.

Parks and playgrounds are necessities. They are justified by what they provide:- recreation, fulfillment of the desire in almost everyone for beauty of surroundings, civic benefits of pride and satisfaction, economic benefits of higher standards of health and citizenship, and increased real estate values in adjacent areas.

##### Park and Playground Requirements

The area of park development which a city should have may be measured by its population. An ideal sometimes considered, but not often attained, is one acre of park for each 100 persons. A more practical standard is one acre of usable park area - land that may be intensively and properly developed - for each 250 to 300 persons. The latter standard, applied to Charleston with its present population indicates the city now should have at least 200 acres of park land.

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#### IV - Park and Playground Plan

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On the "General City Plan" which shows the proposed development of a park system for the city, together with

improvements suggested for schools and thoroughfares, Plate III, a distinction is made between existing parks and suggested new ones. Table No. 11 lists the existing parks and the present acreage and principal use of each.

An examination of the table will show a deficiency in playground areas. Early attention should be given to providing areas for play.

#### The Proposed Park and Playground System

The general plan which has been prepared, Plate III, proposes a park system, designed to serve the estimated ultimate population of approximately 75,000. To take care of population outside the present city limits, separate additional park areas, properly located beyond the present city limits, will be needed.

Table No. 12 lists the new parks in the proposed system and gives the acreage and suggested principal use of each.

The boundaries of the park areas, as shown on the general plan, are not intended to be exact, but rather to indicate the general location and size. The determination of more definite boundaries may be made advantageously after more detailed consideration of features to be included, manner of treatment, property values and other pertinent considerations.

The total park area included in the suggested system is approximately 260 acres. On the basis of 75,000 population, this is equivalent to about one acre for each 280 persons.

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[Table No. 11: Park and Playground Plan Existing Parks and Park Development]

Table No. 11  
Park and Playground Plan  
Existing Parks and Park Development

<u>Name of Park</u>	<u>Reference</u>	<u>Approximate Area in Acres</u>	<u>Present Type Development</u>
Hampton Park	A-1	59.0	Garden Park
Colonial Lake	A-2	9.1	Lake
White Point Gardens	A-3	5.5	Garden Park
Hampstead Mall	A-4	2.5	Garden Park & Playground
Aiken Mall	A-5	1.0	Garden Park & Playground
Washington Square	A-6	0.9	Garden Park
Wragg Mall	A-7	0.6	Garden Park
Cannon Park	A-8	0.7	Garden Park
Allan Park	A-9	0.7	Garden Park
Calhoun St. Parkway	A-10	0.3	Street Parkway
Lucas Park	A-11	0.3	Undeveloped
Keystone Park	A-12	0.0	Garden Park
Broad and New Street	A-13	0.0	Garden Park
Mitchell Park	B-1	1.9	School & Neighborhood Playground
J. Elmore Martin	B-2	3.2	Relatively Undeveloped
Hagood Stadium & Stoney Field	C-1	17.0	Athletic Center for Whites
Harmon Field	C-2	11.0	Athletic Center for Negroes
		113.7	

Table No. 12  
Park and Playground Plan  
Proposed Parks and Playgrounds

<u>Designation</u>	<u>Reference</u>	<u>Approximate Area in Acres</u>	<u>Suggested Type Development</u>
"Ashley River Parkway"	A-15	80.0	Garden Park
"Marion Square"	A-16	7.2	Garden Park
"Charleston Park"	A-17	1.3	Garden Park
"Seaboard Park"	A-18	8.8	Garden Park
"Beaufain Triangle"	A-19	1.0	Garden Park
"Montague Triangle"	A-20	1.0	Garden Park
"Alway" Triangle	A-21	0.5	Garden Park
"Piedmont Triangle"	A-22	1.0	Garden Park
"Upper Charleston Park"	B-3	3.9	Neighborhood Park
"North Junior Park"	B-4	3.4	Neighborhood Park
"Doughty Park"	B-5	1.7	Neighborhood Park
"Chapel Park"	B-6	2.0	Neighborhood Park later used for School
"Duncan Park"	B-7	2.9	Neighborhood Park
"South Junior Park"	B-8	6.5	Neighborhood Park
"Hanover Park"	B-9	0.9	Neighborhood Park
"West Point Park"	C-3	8.5	Athletic Center
"Colonial Commons"	C-4	15.8	Athletic Center
"Yacht Club Park"	C-5	<u>10.3</u>	Athletic Center
Total		156.7	

[Table No. 12: Park and Playground Plan Proposed Parks and Park Development]



### Basis of Design

The development of a park system requires recognition of the functions of each type of park; accessible locations, each suited to serve a definite purpose; and adequate development, so that each unit may fulfill its purpose in the complete scheme. The parks proposed are of three general types - (A) Garden Parks, intended to be developed chiefly as locations of beauty and for passive, restful recreation; (B) Neighborhood Parks, intended as playgrounds to serve the nearby neighborhoods, especially the younger children; (C) Athletic Centers, intended for sports, such as baseball, football, tennis, yacht basins, etc., principally for the older children and adults, but with provisions for playground facilities for younger children.

In designating the principal function of each type of park, it is not intended that a proper combination of the different features of all may not be incorporated in any one. For example, in the Garden Parks small play areas in appropriate locations may be quite adaptable; and in the areas devoted to playgrounds it is always wise to beautify the borders of the plot.

### The Proposed System

Garden Parks. - All the existing parks, except Hagood Stadium-Stoney Field and Mitchell Park are Garden Parks. Continuance of the present type of development of the existing parks is suggested. Until recently, parts of Hampton Park immediately adjoining Rutledge Avenue were used intensively

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for sports. Such use has now been largely discontinued. In the future, it will be desirable to extend the character of Hampton Park Garden development to Rutledge Avenue, provided neighborhood playgrounds are made available in keeping with the suggestions herein.

Of the proposed new parks, Ashley River Parkway, Marion Square, Charleston Park and the areas marked A-18 to A-22 inclusive are suggested for Garden Parks. The areas A-19, A-20 and A-21 should be made available when the surroundings are developed and streets laid out.

Neighborhood Parks. - Attention already has been called to the lack of playground areas in the city. Mitchell Park is the only available neighborhood playground and it is more a playground for the children attending Mitchell School than a neighborhood center for recreation.

The areas marked B-2 to B-9 are suggested for development as neighborhood parks. Five of these areas, B-3 to B-8 inclusive, are intended for white persons and areas marked B-2 and B-9 should be developed for colored persons. Some of the present parks on the east side of the city should also be converted later to parks for negroes.

Athletic Centers. - Hagood Stadium-Stoney Field, an existing property, is designated as a white Athletic Center. In the report upon schools, it is proposed to locate the future High School of Charleston adjacent to this center.

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It is suggested that a portion of the field be developed for community playground purposes for younger children.

The municipal golf course across the Ashley River is an existing desirable part of the complete park system.

Proposed areas marked C-3, C-4 and C-5 are intended to be developed partly with athletic facilities for the older children and adults and partly with playground facilities for younger children.

#### Description of Proposed Parks

Particular attention is called to certain of the properties proposed for parks.

Yacht Club Park - Area C-5 - now is occupied by several old warehouses and similar buildings. Most of these properties are city owned, being part of the Port Utilities Commission's holdings. This area is no longer adaptable for warehouses or industrial enterprises. The most desirable future use of this property is for park and playground purposes. It is suggested that the city prepare to bring this about. This park should be developed for sports, particularly tennis and boating, with a portion of the area set aside for use of younger children.

Colonial Commons - Area C-4 - is suggested for development partly as an Athletic Center for older children and adults, partly as a playground for small children and partly for water sports and boating facilities. Such a development will carry out the spirit of the original grant of this property during the eighteenth century for use as a

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"common". The relation of the Murray Boulevard extension to this proposed park, also, should facilitate the development of each. In connection with this area, the city will soon have property immediately adjacent to Ashley Avenue and Broad Street in readiness for playground facilities. This improvement is admirable and should be followed by further development of "Colonial Commons".

South Junior Park - Area B-8 - is proposed as a combined Neighborhood Park, and an athletic field for the future South Junior High School, to which it has been suggested that the present Memminger School be converted. The area suggested and the surroundings need particular attention leading to their clearance as a slum section. It is urged that the city initiate steps in this direction by early preparing detailed plans for the future street improvements and the park development shown for this section. It seems possible the city may obtain a portion of this land by trading city owned property in other sections of the city. In any case, it would be particularly desirable if this development could be started at an early date. If the land were acquired now and the present buildings removed, it is probable that a revenue could be derived from this property until the time arrives for its improvement as a park by operating it as an automobile parking lot.

Duncan Park - Area B-7 - is another section with present conditions similar to those existing within the area designated B-8. It is suggested for improvement as a

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Area B-2 is suggested as a Neighborhood Park and playground for negroes and its early improvement and development is suggested. In connection with this immediate section of the city, it is recommended that no effort be made to resist its natural and logical development but rather to anticipate the future and wisely prepare for it.

Hanover Park - Area B-9 - is also suggested for early improvement as a colored Neighborhood Park, but keeping in mind that eventually this location is recommended to be used as a school site for the location of a new Shaw Memorial School.

#### Summary

The complete development of the plan as shown will provide a park system which will be well balanced and of sufficient extent to serve the city for a considerable number of years in the future. In addition, the carrying out of

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those portions of the program that provide for cleaning out existing slum areas will be helpful in promoting the desirable types of residential development in these sections for which the zoning ordinance and city plan are designed.

Arrangements for the acquisition of the necessary undeveloped sections should be made at an early date. Where property improvements now exist, it will be desirable to make detailed surveys and plans to show the present buildings, their condition and established values, and also to prepare sketches showing the proposed future development. Upon the basis of these studies, and conferences with interested parties, definite practical methods for the ultimate accomplishment of the desired improvements should be developed. Such methods then should be followed - probably step by step - until the accomplishment is realized.

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V - Major Thoroughfare Plan; Sub-  
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Thoroughfares are among the most important of city facilities. Their development according to a well-conceived plan is obviously desirable. Many of the streets in Charleston are too narrow; others intersect at acute angles, because the city has grown up around streets which originally were country roads, or because street and adjacent property developments have been permitted to take place in a haphazard manner without control or regulation of any public body such as the Planning and Zoning Commission.

The development of a complete thoroughfare plan for the city and such portions of the adjoining region as are directly related to Charleston is advocated for early accomplishment. Such a plan should determine the main and secondary thoroughfares required to meet present and probable future needs of the district. It should be adapted to correct inadequacies in the present thoroughfares and should designate practical needed improvements to meet future requirements of traffic. The study should include consideration of the arrangement and adequacy of existing streets; a study of traffic, its character, amount, origin and destination; the estimated future growth of the city and region; the distribution of population, and its probable effect upon the thoroughfare system and traffic requirements; the existing and probable future volume of through traffic; the accommodations to be provided for trucking and heavy, slow-moving vehicles; the question of parking facilities;

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consideration of traffic and transportation interferences, such as railroad grade crossings; consideration of the transit system; and other similar factors.

As already indicated the complete development of a major thoroughfare plan should not only include territory within the present city limits of Charleston but also property in the adjoining region. Additional planning legislation should be made available to the city or to the city and county to make such a plan effective when developed. Such legislation should specifically give a legal status to the plan. This feature is discussed later under legislative requirements.

In connection with the other planning studies made by the present Planning and Zoning Commission, preliminary consideration has been given to the system of thoroughfares within the present city limits. The results of these investigations, which are based on map studies and field inspections, without traffic counts or detailed field surveys, are presented herein. However, it should not be inferred that this work comprises a complete Thoroughfare Plan, although the studies and the recommendations made do form a foundation for and a part of such a complete plan. In later studies, special consideration should be given to improving the east and west streets and blocks located in the business section south of Calhoun Street.

#### The Proposed Plan

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Charleston's existing streets and their arrangement form the basis for the development of a splendid system of thoroughfares. The difficulty in the city is not so much inadequate number of thoroughfares but more particularly inadequate width and lack of capacity to handle present and future requirements of traffic. The problem, therefore, in the developed sections of the city, is to determine upon methods to make it possible and practical to provide additional traffic capacity, either by providing extensions which will bring about the utilization of supplementary streets or by preparing for the eventual widening of existing streets. In the undeveloped sections, the problem is to see that new streets, adequate in width, are properly located as the territory is developed.

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The general plan shows by symbols, major thoroughfares proposed to be widened; proposed new connections; and major thoroughfares for which no changes are suggested.

A description of the more important thoroughfares and of the particular points of interest in connection with the suggestions made, follows:-

King Street

This street is at present the most important business street of the city. It probably will continue as the principal business street for many years. Unfortunately it is one of the city's narrowest thoroughfares. This is particularly noticeable between Calhoun and Broad Streets where the width of King Street varies from less than forty feet to approximately fifty feet. It has been necessary, as a result of this condition, to make this section of King Street one way in a southerly direction.

King Street really should be eighty feet wide from Broad Street through the city and into the outlying region north of the present city line. To accomplish this, however, would mean that future buildings on King Street between Broad and Calhoun Streets set back from the present property lines from twenty to twenty-five feet on each side. Because of existing buildings and intensive development in this section it is deemed impracticable to plan the future street in such a manner as immediately to require new buildings to be so far removed from existing property lines. However, the street is entirely too narrow and a new building line established a

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In addition and in order to secure improvement in the most congested portion of this thoroughfare, without the long delay that will be required before the establishment of set-back lines can produce results, and without the excessive expense of condemnation and immediate widening, it is suggested that consideration be given at once to the possibility of bringing about the set-back of the first floors only of buildings on King Street between Broad Street and Beresford Street, so as to provide an arcade over the sidewalk on each side back of the present property lines. Such a type of construction would provide shaded sidewalk areas, appropriate to the latitude of Charleston, and if intelligently treated could be made to harmonize effectively with the architecture of the older portion of the city. If the cooperation of property owners can be secured, and if proper assessment of benefits can be made, the cost to the city may be held to a minimum. Illustrations of such arcading can be seen in several southern United States and Central American cities.

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whether the powers of the city are adequate with respect to street widening, set-back lines, arcading and assessment of benefits, and the securing of additional legislation if required.

North of Huger Street set-back building lines are recommended, so as to provide an ultimate width of at least eighty feet. Between Grove and Ronney Streets it is recommended that the alignment of the street be improved and that the set-back line be increased, so as to obtain a width of ninety feet. The latter recommendation is made as it appears that a separation of railroad and street grades will be necessary at Grove Street in the future. A width of ninety feet will permit an overhead highway bridge and service roadways at grade on each side of the bridge.

#### Coming Street

It is recommended that short extensions be made to connect Coming Street to King Street and also to Logan Street. The connection to King Street will make Coming Street available to traffic, having an origin or destination on King Street north of Huger Street. This connection and the general utilization of Coming Street will provide additional capacity for moving traffic equivalent to that obtained by widening King Street to eighty feet. It has the further advantage of providing additional space for parking.

The extension of Coming Street from Beaufain Street to Logan Street has two advantages. It provides a desirable improvement in street alignment. In addition it gives a splendid opportunity to bring about the improvement of the 57740

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undesirable conditions which exist in this vicinity. The early preparation of a definite detailed plan for this extension is recommended. Property improvements which may be desired to be made in this neighborhood should be guided in accordance with these plans.

Coming Street is suggested to be eventually sixty feet wide and the necessary building lines to bring about this accomplishment should be established at an early date.

#### Meeting Street

Meeting Street, from Broad Street to the city limits, is approximately seventy feet in width, and is locally considered a wide street. However, the present width will permit only one lane of traffic for moving vehicles and for standing vehicles in each direction. By planning to make this street eighty feet wide in the future, two moving lanes of traffic and one lane for parked automobiles parallel to the curb in each direction may be accommodated. This, in general, requires only a five feet set back on each side, and it is recommended that building set-back lines be established on Meeting Street from Wentworth Street north, so as to make possible the ultimate widening of this street to eighty feet.

#### East Bay Street--Bay Street--Bay Street Extension

The improvement of East Bay Street; Bay Street; and the extension northward shown on the general plan is recommended. These streets should be so connected and ultimately widened, so as to make possible a thoroughfare from eighty to one hundred feet in width, to become an "Industrial Boulevard". The requirements of industrial activities demand wide roadway surfaces, in

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order that vehicles may park crosswise in the roadway to load or unload.

The extension suggested north of Blake Street may be accomplished by re-subdividing the unimproved territory through which it passes.

#### Rutledge Avenue

Rutledge Avenue, between Calhoun and Broad Streets, at present is approximately fifty feet in width. Unless there are outstanding difficulties, major thoroughfares should not be less than sixty feet wide and this section of Rutledge Avenue is proposed to be made eventually sixty feet in width. Building set-back lines on both sides of the street should be established promptly.

#### Calhoun Street

Calhoun Street, between Rutledge Avenue and Bay Street, is approximately seventy feet in width. It is recommended that the portion of this street between Rutledge Avenue and Meeting Street be increased in the future to a width of eighty feet. To make this possible, when needed, building set-back lines should soon be established.

#### Wentworth Street

Wentworth Street at present is approximately forty feet in width, east of King Street, and fifty feet, west of King Street. It is suggested that building set-back lines be established on both sides of this street, so as to provide an ultimate width of sixty feet for its entire length.

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Beaufain Street

Beaufain Street, between Rutledge Avenue and King Street, is about forty feet in width at present. Building set back lines should be established, so that it may be widened to sixty feet when necessary. Between Coming and King Streets it will be more advantageous to require the additional width to be taken from the south side of the street.

Market Street

Market Street, between Meeting Street and Charles Street, is extremely narrow, averaging not much more than thirty feet. It is recommended that it be definitely planned to widen this portion of Market Street to sixty feet; the additional space to be acquired from the south side of the street.

The extension of Market Street from Charles Street to Beaufain Street is also recommended. This extension, similar to the one shown for Coming Street, provides two distinct advantages, - a desirable improvement in street alignment and a remarkable opportunity to bring about the improvement of property developments in this section.

Chapel Street, John Street, Warren Street, Doughty Street

A connection to make these four streets continuous from Ashley River to Bay Street is shown. This connection involves property between Rutledge Avenue and Smith Street. This thoroughfare is not especially important but the connection proposed should be kept in mind and made when expedient. Building set-back lines on the existing streets should be established soon, as indicated on the plan.

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Attention is called to the possibility of connecting Charlotte Street with Vanderhorst Street some time in the future. It does not seem likely that the old Citadel building in Citadel Square will be continued for a very long period. Whenever plans are made to remove this building it will be desirable to make the extension shown.

East and West Streets north of John Street

The development of the East and West Streets north of John Street, especially between Meeting and King Streets, depends much upon the future development of the Southern Railway track facilities. Some thought has been given to the abandonment of the Southern tracks within the city, between Meeting and King Streets. However, it is not certain that this will be a practical arrangement. In any event, whether the Southern tracks remain in their present location or are removed, there should be provision for the connection of King Street to Meeting Street by certain important thoroughfares.

These are shown on the general plan and a few comments are made in reference to some of them.

Cannon Street

There are definite local plans for the extension of Cannon Street, westerly to the Ashley River Memorial Bridge. The construction of this connection is desirable. But before it is made, definite plans for the development of a park between Cannon and Spring Streets, adjacent to their junction, should be developed. If this is not done it is very likely that development adjoining the new street will be of the type

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now located on Spring Street east of Chestnut Street. Such development will not give visitors a good impression of the City of Charleston. An extension of Cannon Street from King Street to connect with Amherst Street is shown. It is suggested that the future property developments in this area be guided in accordance with a definite detailed plan for this improvement.

#### Spring Street

Building set-back lines on both sides of Spring Street are recommended, so that the street may be widened when necessary to sixty feet. Between King and Meeting Streets, it probably is better to obtain the necessary additional width from the south side of the street.

#### Columbus and Bogard Streets

An extension of Columbus Street in an easterly direction to meet Bogard Street is shown on the general plan. This connection is desirable and seems feasible, due to the low values of the property through which it passes. Definite detailed plans for this connection should be made soon and property developments guided accordingly. Building set-back lines on Columbus Street and Bogard Street are suggested, so as to make it possible to provide a continuous street sixty feet in width.

The treatment of the three streets just discussed, Cannon, Spring and Columbus, cannot be entirely separated from the problem of the Southern Railway track crossings, because of the relatively short length of these streets between King and Meeting Streets. If grade separations at these three intersections are found to be desirable, it probably can be accomplished

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practically only by discontinuing the railroad tracks south of Columbus Street.

North of Columbus Street, except at Mt. Pleasant Road, there probably is sufficient distance between Meeting and King Streets to provide separation of grades for the east and west streets by overhead crossings or underpasses. This reference does not mean that this method will necessarily be found most advantageous. It is mentioned here only to call attention to the possibilities.

#### Lee and Fishburne Streets

Lee Street is directly connected to the Cooper River Bridge. The bridge appears to be located inappropriately when Charleston's system of major thoroughfares is considered. However, it exists, and the problem now is to make Charleston's streets fit the bridge location. For this purpose, it is suggested that definite detailed plans be made for the extension of Lee Street to Fishburne Street, and that a right of way for the extension be acquired promptly. The actual construction of this improvement should not be made until it is determined how best to solve the problem presented by the present location of the railroad tracks which the street would cross. Building set-back lines should be established on Fishburne and Lee Streets so that they may, in the future, be made sixty feet wide.

#### Huger Street

Huger Street is shown as a continuous east and west thoroughfare. Building lines should be established on this street, so as to make possible an ultimate width of sixty feet,

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if needed. Between King and Meeting Streets the desirable future width of Huger Street depends upon the solution of the railroad grade crossing situation. If the railroad tracks are removed to another location sixty feet is sufficient. If, however, the railroad tracks are to remain in their present location a width of ninety feet is desirable. This latter width will permit the construction of an overhead bridge with service driveways at grade on each side of the bridge up to the railroad right of way.

#### Simons Street

The present location of Simons Street adapts itself to future utilization as a main thoroughfare. At present the Southern Railway has a spur track along this street, upon which it shifts freight cars. This practice should be eliminated. The extension shown for this street should be planned and building set-back lines established so that the improvements will be possible at a future date.

#### Murray Boulevard

The extension of Murray Boulevard north along the banks of the Ashley River is an improvement suggested locally and is most desirable. Its ultimate accomplishment, even though perhaps at a distant date, is looked forward to by practically all public-minded citizens of Charleston. The necessary rights of way for this extension should be acquired as property is developed and laid out. Particular attention to the location of new streets which ultimately will become a part of this boulevard should be given. The width of this

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boulevard should be at least eighty feet. There may be differences of opinion as to the relative location of the boulevard and adjoining parkway. This question best may be determined by detailed surveys, consideration of improvements, costs and other factors.

When plans for the extension of Murray Boulevard are made, special study will have to be given to the design of an underpass under the roadway of the Ashley River Memorial Bridge and its connecting streets, Cannon and Spring Streets. Preliminary inspection indicates that the separation of the bridge traffic from the boulevard traffic in this manner will be entirely feasible.

#### Chestnut Boulevard

This thoroughfare, paralleling the extension of Murray Boulevard, is shown on the general plan. Its construction in the relatively early future seems likely. Part of the territory is located on high land and part near the border of marsh and high land. Attention should be given to the development of territory through which the proposed street passes and particularly to the location and design of streets which may later become a part of the complete improvement. In connection with this thoroughfare, attention is also called to the suggestion that the roadway in Hampton Park be used; provision for the separation of grades at the Seaboard tracks be made; and that the development of property between Spring Street and Line Street, adjacent to the proposed street on the east, as a residential area for white persons, be encouraged. In passing

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through Hampton Park it seems desirable that an additional roadway be provided for southbound traffic, between the existing roadway and the Citadel property line. It is possible to provide such a roadway without disturbing the row of trees along the west side of the present driveway. In connection with the separation of grades at the Seaboard tracks it seems desirable to relocate the tracks along Seventh Street, a short distance north of their present location, so that easy thoroughfare approach grades upon an overhead crossing may be provided on either side of the track location. Between Spring Street and Line Street the owners of property on the east side of the proposed thoroughfare probably should provide covenants in deeds, which will reserve the property as a residential section for white persons.

In reference to this thoroughfare improvement attention is called to the proposed location in the future of a new High School and a new Grade School adjacent to the street.

#### Residential Streets

In the western section of the city a suggested arrangement of future residential streets is shown on the general plan. It is not intended that the locations suggested be final but rather to point to the principle of relative location and general arrangement. The Planning Commission and other city authorities should assist developers by acquainting them with the suggested plan for this territory and pointing to its advantages.

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Subdivision Rules and Regulations

In connection with the subdivisions which will take place in the future along the Ashley River and in the outlying region surrounding Charleston, there should be made available for the guidance of city authorities, realtors, and subdividers, a set of rules and regulations for the subdivision of land. Such rules should set up reasonable standards in regard to the location, arrangement and design of streets, block and lot sizes and other improvements usually provided in connection therewith - such as water and sewer mains and other public utilities. Additional state legislation may be needed to provide authority to the city to promulgate such regulations, both for the city proper and for a reasonable distance outside the city limits. Such regulations, also, should be predicated upon the official adoption of a master plan for a major thoroughfare system herein before recommended.

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VI - Transportation Plan - Railroad, Water and Air

Charleston has a right to boast of the transportation facilities which are available to it, - a harbor, which it is said, will hold the entire United States fleet; three trunk railroads; a focus point of important United States highways; and a spacious airport under improvement, used as a scheduled stop of a great north-south air route and designated port of entry for trans-oceanic air travel. It is Charleston's duty to prepare plans for the future development of these facilities, so that improvements mutually advantageous to the city and other interested agencies may be carried out in a practical and economical manner.

This is the purpose of the transportation studies as a part of the city plan; - to insure comprehensiveness of the location, layout and design of the whole and the different component parts of the transportation system; and to harmonize transportation with the other features of the city plan. The studies should determine what improvements, if any, may be made advantageously in the existing transportation facilities of the city and are of a sufficiently practical nature to justify their promotion. The relation of the different forms of transportation to each other and to the industrial and business and other activities of the city should be studied and developments planned according to the results of such studies.

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Some of the improvements, or plans for development, may be controlled and guided by the city alone, while others will need the cooperation of private transportation interests. Perhaps additional legislation may also be found desirable.

A few comments about certain factors relating to the present development of transportation facilities point definitely to the need and desirability of preparing, at an early date, a definite plan for future improvements. This transportation study should be the next major project undertaken by the Planning Commission, coordinated with questions of finances and legislation.

#### The Railroads

Railroads are an important adjunct of Charleston's activities. The city today is served by three trunk lines, the Southern Railway, the Atlantic Coast Line and the Seaboard Airline.

Each of these railroads approaches, enters and leaves Charleston on a separate right of way. The resulting network of railroad tracks, which intersect at grade all of the streets within the city which are crossed, presents a serious problem. For example, just outside the present city limits, the Atlantic Coast Line tracks intersect upper Meeting Street; within the present city limits, the Southern Railway tracks intersect every cross street between Meeting and King Streets, north of John Street; the Seaboard Railroad tracks intersect Meeting Street, King Street, and Rutledge Avenue. Practically all of these streets are important main thoroughfares and are carrying

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a constantly increasing vehicular traffic. The delays, cost of crossing tenders and signals, and damages involved in occasional accident suits are annoying and costly factors connected with the present railroad situation. The eventual correction of these conditions, in a manner as advantageous as possible to the city and the railroads, seems imperative.

Mention has been made from time to time of the desirability of a new passenger station to take the place of the present one on Columbus Street. Consideration has also been given to the possible advantage to Charleston of having more through north and south passenger trains stop at Charleston. In addition, there has been some thought of having the Atlantic Coast Line run its passenger trains through Charleston over the present Seaboard tracks.

There have been various schemes suggested for eliminating some of the present difficulties or realizing some of the possible advantages of unification. For example, it has been suggested that the Southern Railway eventually substitute a new right of way in another location for its present one between Meeting Street and King Street; and a proposal to extend Meeting Street to King Street below the Magnolia crossing has been discussed. Another project would route all passenger service over the Seaboard tracks to a proposed new union station at the location of the present Seaboard Station on Rutledge Avenue.

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There are merits to each of the improvements suggested; but practically all have been suggested with little or no study or considerations of cost or of the practicability of the ideas

from the angle of both city and railroads.

There is only one way to solve this vexing and important problem. It is to make a study of the entire railroad situation, develop projects for improvements, prepare and compare advantages and estimated costs for the different methods, confer with all interested parties, particularly the railroad interests, and from these considerations develop reasonable and practical plans for the eventual improvement of the situation, in a manner as advantageous as possible to all interests. Until this is done, it would be illogical and unwise to decide upon any detached project.

Any existing or proposed major thoroughfare plan should be adjusted, when the development of plans is made for the eventual improvement of the railroad situation.

#### The Port of Charleston

Charleston is reputed to be situated on the best natural harbor south of New York. A transportation plan should study carefully the relation of other forms of transportation to the port of Charleston and, if possible, determine methods for the more extensive use of this port.

Charleston already has excellent agencies for the study of the development of the port in the Port Utilities Commission and the office of Port and Municipal Publicity. A transportation study by the City Planning and Zoning Commission, however, can supplement the work of these agencies effectively by coordinating the development of other types of transportation with the plans for the port and by bringing a new and different

from the angle of both city and railroads.

There is only one way to solve this vexing and important problem. It is to make a study of the entire railroad situation, develop projects for improvements, prepare and compare advantages and estimated costs for the different methods, confer with all interested parties, particularly the railroad interests, and from these considerations develop reasonable and practical plans for the eventual improvement of the situation, in a manner as advantageous as possible to all interests, Until this is done, it would be illogical and unwise to decide upon any detached project.

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point of view to bear upon the problem of the development of the port itself. One such contribution to the better development of the port would be an industrial survey such as that to which reference is made hereafter.

#### Air Transportation

Charleston recently opened a splendid airport about ten miles north of the city. The field is an important stopping place on the north and south passenger and air mail route between Jacksonville and New York. This landing field has been pronounced splendid by many authorities, and with the completion of improvements now in progress, will be worthy of the highest rating of the United States Department of Commerce.

The existing landing field apparently is well adapted to present needs. However, before too extensive improvements are made at this location, a definite plan for the development of future air terminals and service airports for mail and passengers should be available. Possibly a combined land and sea terminal may be desirable for ultimate development so as to avoid costly transfer of passengers, mail and express, although study alone will determine whether this or separate facilities are more advantageous.

One of the important factors in such a study and one which specially justifies such a study at this time is the prospect of the establishment of the principal trans-atlantic air mail terminal of the United States at Charleston, tentative announcement of which was recently made by the

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Postoffice Department. The establishment of trans-atlantic air mail service from such a terminal would be quickly followed by trans-atlantic air passenger and express service over the same route and by the development of Charleston as one of the most important centers of the air mail passenger and express system of the United States. Air transportation is destined to play a vital part in the movement of commerce and the distribution of industry. It may be, therefore, that these developments will be the starting point of a revival of business and industrial growth and of increase of population which will be a turning point in the history of the city. It is especially important, therefore, that Charleston support with the utmost vigor its claim for continued consideration as a trans-atlantic air mail terminal and that its effort in this direction be backed up as promptly as possible with a city plan for the development of air facilities in the Charleston district, in coordination with all other towns of transportation. In this connection, special attention well may be given to the proposal which we understand has already been made in a bill now pending in the United States Congress for the construction of a combination land and sea plane airport with special facilities for ocean mail service on the Waterside Naval Reservation south of the Charleston Navy Yard and directly on Charleston Harbor.

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## VII - Industrial Survey

The existence of most cities depends upon their industrial and commercial activities. It is these activities which create work and wealth with which people may purchase necessities and the luxuries of life. The type of industrial and commercial activities of a city also determines, in a great measure, the kind and character of its people.

Charleston is no exception to this rule. The natural advantages which it possesses should be attractive to much industrial and commercial progress. However, natural advantages are not worth a great deal unless they are utilized efficiently and advantageously.

The purpose of an Industrial Survey is to determine and recommend ways and means, by which the advantages of the city may be utilized to the fullest and most desirable extent, and the disadvantages corrected, so as to bring about increased and more desirable industrial activities. The scope of such survey includes the history, geography, topography, meteorology and geology of the region in relation to their effect upon the commercial and industrial activities and upon the potential future growths. Such survey should include investigation of the facilities of public and private utilities, including water, gas, electricity and transportation, such to be studied to determine adequacy of service, cost and rates, in comparison with similar facilities in other cities, present needs for distribution and adequacy for the future. Such survey should determine the types of industries which may locate advantageously

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at Charleston and bring economies in production to manufacturers, economies in distribution to distributors, and good self-supporting citizens to the city.

The city's financial status should be investigated, to comprehend its present debt and debt limit, the assessment and tax rate system and a program of future improvements should be made having reasonable relation to the borrowing capacity of the city.

Inquiry should be made into the supply and demand for capital in Charleston. Comparisons of the average wealth, income per capita and thus purchasing power of the people living in Charleston and those living in other cities should be made. Local banking and financial facilities and their policies should be studied, covering both commercial banking and investment banking.

The probable future trend in trade territory will be studied in connection with the zone map. This map shows industrial districts inside the present city limits but consideration should be given to potential areas outside these limits.

A thorough study should be made of the available materials and resources of the tributary region, and possibility of utilizing these to a fuller extent. These materials and resources should include agriculture and live stock.

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policy in relation to trade unions and apprenticeship. Some inquiry should be made to determine what is being done in regard to welfare work and with what results. Estimates of the average family budget, cost of living, housing conditions and rentals, local real estate values and renting rates, costs of labor and building materials and ways of financing home building should be tabulated in comparison with data from other cities.

A general review of local trade and general business conditions should be made, together with marketing methods and needs as practiced in Charleston. A general estimate should be prepared, showing the consuming power of industries in Charleston and its trade territory. From these figures another estimate should be made showing the necessary imports to the city or region.

The transportation systems leading into Charleston should be studied to include facilities, operations and rates. These tabulations will give the gist of the many tariffs on finished products and raw materials imported and exported from the city. A table of this nature is always profitable.

Such a survey should consider the market which Charleston can serve economically, taking into account local production costs and freight rates, as compared with those in competitive producing and distributing centers; the types of product demanded by and the buying power of this market; the types of industries already developed at Charleston and the possibility of their future development; the types of new

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industries to which the local situation is adapted and the possibility of attracting them; geological and climatological conditions affecting industrial operations; availability of fuel, power, water and similar facilities; availability of all materials and semi-finished products entering into manufacturing; local labor supply and labor conditions; state laws and local ordinances affecting labor conditions, with particular reference to Workmen's Compensation and similar legislation; school park and recreational facilities and other living conditions, etcetera.

Such an industrial survey may well play as important a part as the zoning ordinance and major thoroughfare plan, the transportation plan, or any other part of the city plan in guiding the development of Charleston along lines that are advantageous and desirable.

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### VIII - Legislative Requirements

Property adjacent to and outside of a city line is politically and governmentally separated from that within. In this respect municipal boundaries have significance, but from a city planning standpoint they are properly disregarded. Problems of city development rarely stop at city lines. In fact, it is usually in the area on the outskirts of a city where the most effective planning may be accomplished, due to the less intensive development of property. An adequate city plan, by all means, should consider not only present conditions but the future growth of territory outside the boundaries.

In the Charleston region property outside of the present city limits is directly related to the future development of the city. Probably some of this property will be part of the official City of Charleston of tomorrow. It should be possible to make plans for the development of such territory in a coordinated manner with that within, so as to prevent undesirable improvements from taking place in this territory, which it may later be found necessary, but difficult, to correct. For example, consider the question of zoning. If property developments in the territory just outside of the city line are made inappropriately now, they will undoubtedly present undesirable conditions for the future city to solve. Also, consider the thoroughfare system, the most advantageous time to make certain that desirable extensions to the present system within the city may be made in a practical manner is before conditions are such as to demand correction or to make

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a satisfactory system unattainable. The problems presented by the location of the railroads within the city cannot be solved without consideration and plans for their improvement outside of the city boundaries.

These few examples point to the logic of planning for the physical development of territory outside of city lines as well as within. However, in order to make effective plans for developments of this nature, definite legislation should be available. Such legislation, among other things, should define the powers and duties of suitable planning agencies and should provide a definite legal status of any plan officially adopted by such agencies for the city and for a reasonable extent of adjacent territory. Authority of this kind is not, but should be, available to Charleston and other municipalities in South Carolina and it is recommended that the Planning Commission develop and promote legislation of this kind. Another important feature of planning work is consideration of governmental organizations for the undertaking and executing of proposed improvements, particularly those of a regional nature. This also probably will require additional state legislative enactments. It also may be desirable to prepare legislative acts in connection with bringing about the increased utilization of the port of Charleston. Other subjects with respect to which existing legislation should be reviewed as to its adequacy and the desirability of additional legislation should be considered, include - the powers of the city with respect to the establishment of set-back building

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lines in anticipation of street widening projects; the destruction of unsanitary dwellings and buildings inimical to public health and safety; the right of excess condemnation in connection with public improvements; the power to levy special assessments upon property specially benefited by improvements; and the exemption from municipal debt limits of debts secured by lien on self-supporting municipal utilities.

Summing up, under this part of the planning program, there should be a review of the legislation now available for making desirable studies and for the carrying out of improvements required, in connection with the development and growth of the city and the region. Such a study will have for its purpose determination of the adequacy of existing laws to meet requirements and the drafting and promotion of any additional legislation which may be required.

Inasmuch as this study can be undertaken at any time and can be carried on locally with a minimum of expense for expert services, it is suggested that it may well receive the early consideration of the City Planning and Zoning Commission.

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IX - Financial and Improvement Program

The effectiveness of city planning will depend upon the adoption of practicable plans; and upon successfully putting these plans into actual operation. The purpose of such planning is to correct possible inadequacies in the existing structural development of the community and to provide a definite plan for the continued growth and expansion of the city. The zoning plan, among other things, provides for the proper utilization of property and wise direction of building activities. Upon completion of the plan, and adoption of the ordinance, its cost is only that of administration. Other features of planning, however, will include constructive improvements and these must be practical of application. Such practicability means that their importance must be such as to justify their cost and that the cost must be within the financial limitations of the city's income. The available income is ultimately from taxation and is dependent upon the taxable wealth of the community, making allowance of course for such municipal activities as are partially or wholly self-supporting. Therefore, common business principles demand a balance between the estimated expenditures and the anticipated income. To determine this an improvement budget and financial program should be prepared.

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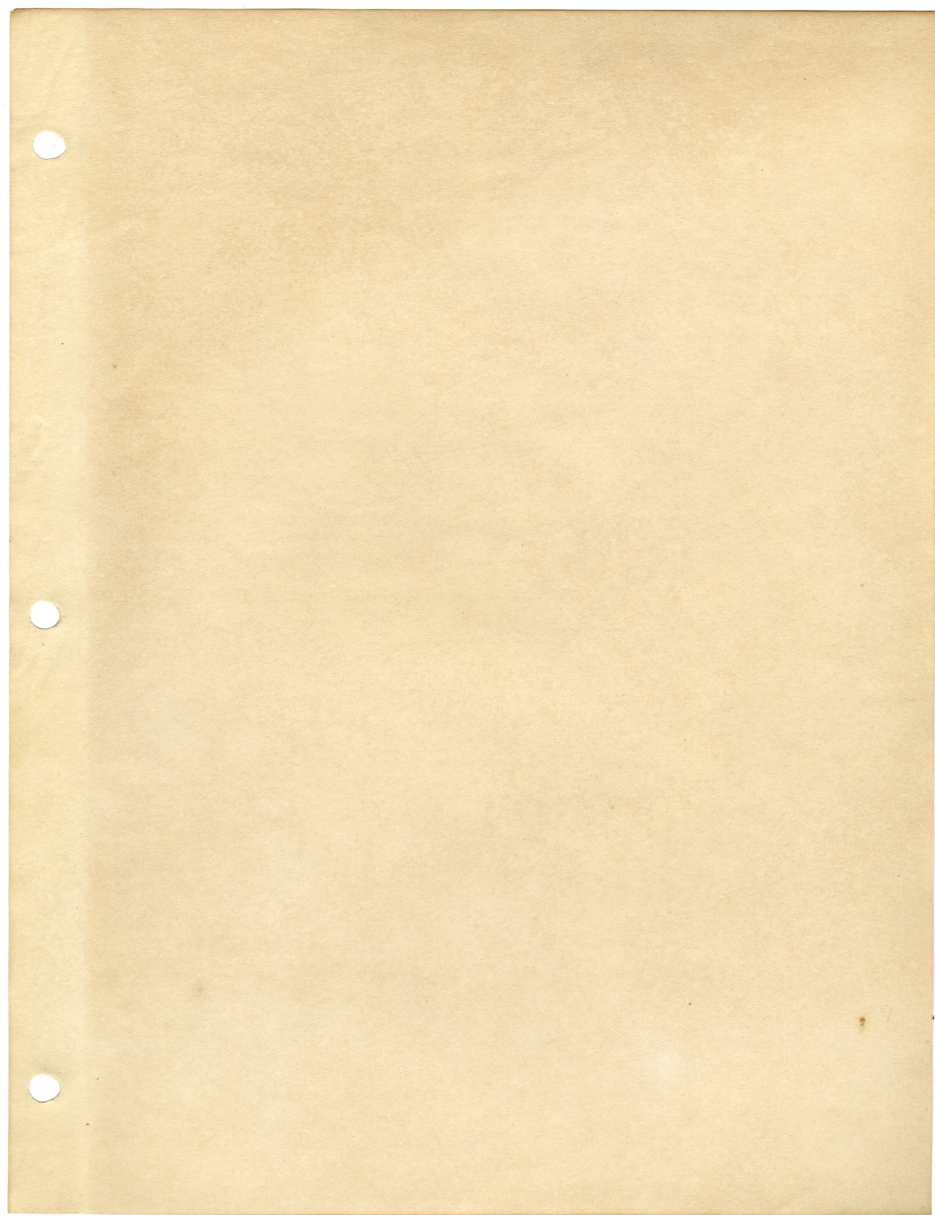
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additional facilities. Thus, unnecessary fluctuations in assessment and tax rates may be avoided and a steady and sound city growth and a reasonable tax burden thus insured. The program should consider the relative order of importance and need of proposals made, and should look forward for a period of ten to twenty or thirty years as may be determined. Thus, there will be established a schedule of annual budgets providing for a reasonable rate of construction considering the needs of the city and the financial ability to meet the cost. The study should be based on considerations of assessed valuation, outstanding bonds, probable future requirements of growth and expansion, adaptable and economical methods of financing improvements and similar requirements.

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