



**The Town of Hilton Head Island  
Regular Public Facilities Committee Meeting**

**Tuesday, December 17, 2013**

**2:00 p.m**

**Benjamin M. Racusin Council Chambers**

**AGENDA**

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**As a Courtesy to Others Please Turn Off All Cell Phones and Pagers during the Meeting**

- 1. Call to Order**
- 2. Freedom of Information Act Compliance**  
Public notification of this meeting has been published, posted, and mailed in compliance with the Freedom of Information Act and the Town of Hilton Head Island requirements.
- 3. Committee Business**
  - Approval of Minutes:
    - November 5, 2013
- 4. Unfinished Business**
- 5. New Business**
  - Proposed Chaplin Linear Park – Schematic Design Plans
  - Proposed Town Policy for Dedication and Acceptance of Private Roads
- 6. Adjournment**

**Please note that a quorum of Town Council may result if four (4) or more of Town Council members attend this meeting.**

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## TOWN OF HILTON HEAD ISLAND PUBLIC FACILITIES COMMITTEE

5 Date: November 5, 2013

Time: 2:00 P.M.

7 Members Present: Kim Likins, John McCann

9 Members Absent: Marc Grant

11 Staff Present: Steve Riley, Greg DeLoach, Scott Liggett, Charles Cousins, Jeff  
12 Buckalew, Darrin Shoemaker, Jennifer Ray, Jill Foster, Brian Hulbert,  
13 Heather Colin, Shawn Colin

15 Others Present: Gary Kubic, *Beaufort County Administrator*, Matt Fleming, *Beaufort*  
16 *County*, Bill Harkins, George Williams, *Councilmen*

18 Media Present: Tom Barton, The Island Packet

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20 **1. Call to Order:**

21 The meeting was called to order at 2:00 p.m.

22 **2. FOIA Compliance:**

23 Public notification of this meeting has been published, posted and mailed in compliance  
24 with the Freedom of Information Act and the Town of Hilton Head Island requirements.

25 **2. Committee Business:**

26 Chairman Likins mentioned that Councilman Grant was not present and Councilman  
27 Williams would be filling in as Alternate.

- 28
- 29 • Approval of Minutes
    - 30 ○ **September 26, 2013 Special Meeting** – Councilman McCann moved for  
31 approval. Chairman Likins seconded. The Minutes were unanimously  
32 approved.
    - 33 ○ **October 1, 2013 Regular Meeting** – Councilman McCann moved for  
34 approval. Councilman Likins seconded. The Minutes were unanimously  
35 approved.
- 36

37 **4. Unfinished Business:** None

38  
39 **5. New Business**

- 40 • **Resolution Requesting South Carolina Department of Transportation to Construct**  
41 **Traffic Safety Improvements On and Near U.S. 278 on Jenkins Island**  
42 Steve Riley advised it is recommended the Public Facilities Committee endorse the  
43 Resolution in their Agenda Packets and recommend approval to Town Council. The  
44 Resolution requests the South Carolina Department of Transportation (SCDOT) to  
45 construct a variety of safety improvements on and near U.S. 278 on Jenkins Island,

46 coincident with or as soon as is practical subsequent to the completion of the Bluffton  
47 Flyover Project anticipated in 2015.

48 Steve Riley stated this is a specific proposal from the SCDOT that has been developed  
49 by the County in conjunction with a Consultant who has been doing some work on  
50 behalf Windmill Harbour. This is something that we have previously weighed in  
51 regarding improvements to this area. Council voted in opposition to a traffic light at  
52 that location because of concerns of the curve and the volume of traffic. Moreover a  
53 year ago when Town Council took action on the Bluffton Parkway Phase 5A and the  
54 \$15,000,000 Grant to help with the flyover project, you attached several conditions to  
55 that approval. One had to do with the aesthetics of the Flyover and the other was the  
56 State, County and Town make their best efforts to insure the planned improvements to  
57 Windmill Harbour be coordinated so as to be implemented at the same time as the  
58 Flyover Project. This is coming to you at the request of the County to get your  
59 endorsement as this goes up to SCDOT.

60 The recommended improvements include the construction of a new road connection  
61 between US 278 and Blue Heron Point Road, with access to and from US 278 and the  
62 new road connection limited to right-in and right-out movements only. The  
63 recommended improvements further include the complete closure of the median  
64 crossover serving Blue Heron Point Road, and the partial closure of the median closure  
65 serving Windmill Harbour's front entrance and Gateway Drive, with movements  
66 through the crossover limited to ingress left turns from westbound US 278 into  
67 Windmill Harbour. This would also limit traffic movements to and from US 278 and  
68 Gateway Drive to right-in and right-out movements as well. Additional improvements  
69 recommended and requested of SCDOT in the Resolution include improvements to the  
70 existing left turn lane serving the ingress left turn from westbound US 278 into  
71 Windmill Harbour, the lengthening of the acceleration lane that serves egress right  
72 turns from Windmill Harbour onto eastbound US 278, and the construction of an  
73 auxiliary weaving lane on eastbound US 278 from Blue Heron Point Road to the front  
74 entrance of Windmill Harbour.

75 Mr. Riley introduced Gary Kubic, Beaufort County Administrator who stated that  
76 approximately 14 months ago a meeting was conducted with officials from the Town of  
77 Hilton Head Island, SCDOT, Representatives from the South Carolina Highway  
78 Commission, the County Officials, County Engineering Staff and Windmill Harbour.  
79 The meeting was conducted in pursuit to several directives, all focused in on what is  
80 going to happen with the Flyover completion and how that will effect public safety and  
81 traffic movements in that limited corridor of space.

82 We approached the situation under the guidance of the State because we made a request  
83 that a previous amount of Federal money through LCOG that was available could be  
84 used for safety enhancements rather than a long term planning concept which involved  
85 bridge building and a lot of interference with the marsh. The estimates were that that  
86 type of project in terms of time and money several years and several million would  
87 probably not occur given our current economic environment and the competition for  
88 other needed projects. It is also important to keep in mind that the State Highway  
89 Commission is very interested in closing all crossovers along a main line US 278.  
90 Anytime you cross over and have to deal with two lanes of separate moving action –  
91 one east and one west, it creates a dangerous situation for those individuals or school

92 busses in terms of crossing over. What we originally suggested and what we have  
93 before you is a concept that involves the closure of the Blue Heron crossover which  
94 satisfies one of the States views on crossovers and a partial crossover closing at  
95 Windmill Harbour which would have a controlled left turn for westerly moving  
96 vehicles. The other resulting improvements or suggestions to the State and this  
97 Resolution basically condenses movements into right turns only which is something  
98 that everyone has actually asked for in terms of safety considerations.

99 Mr. Kubic stated they had the ability to model these movements through their software  
100 and it would be better to show you what these concepts would be like in a visual.  
101 These are suggestions to the State. The County would not control the implementation  
102 of the improvements. They would be done by the State. This is the first step in trying  
103 to introduce to the State in contemplation of the Flyover completion the process that we  
104 believe would satisfy all of the change in movements and make that area safer for not  
105 only residents, but commuters and visitors as well. Mr. Kubic introduced Matt Fleming  
106 who proceeded to show the improvements through their special software.

107 After the presentation, Chairman Likins told Mr. Kubic that the residents of Blue Heron  
108 Point have concerns and asked him to address why these improvements would be a  
109 problem for them. Mr. Kubic stated he only has talked to a handful of residents in Blue  
110 Heron. Our concern is first and foremost is public safety. I recognize that you can  
111 have several views as to what is best for public safety, but I will tell you universally  
112 that traffic engineers do not like crossovers because it clearly is more dangerous than  
113 what is being proposed. I believe the issue that I was told by the Blue Heron resident  
114 who was in opposition is it would increase movements in front of their homes. I  
115 haven't done any counts, but if it does, it is done because we want to minimize the  
116 opportunity if school busses go through that area, if people are coming into visit that  
117 they do not have to cross over. It is primarily an attempt to introduce as many right  
118 hand turns, as well as have the appropriate deceleration and acceleration on that main  
119 channel which is a problem. We wanted to try and find a simple approach that would  
120 satisfy these movements.

121 Chairman Likins asked for public comment. Ernie Linblat of Windmill Harbour POA  
122 spoke in favor of the improvements, stating they were critical safety improvements for  
123 the residents and guests of Windmill Harbour.

124 Many residents of Mariners Cove Club and Blue Heron Point spoke in opposition to the  
125 above improvements and stated that until recent public discussion and awareness of  
126 these activities and plans, they had not been involved in the discussion whatsoever and  
127 to have read about the County Resolution in The Island Packet was unnerving.

128 Councilman Williams moved the Public Facilities Committee endorse the Resolution  
129 and recommend approval to Town Council. Chairman Likins seconded. Councilman  
130 Williams commented that he believes the concerns on safety get addressed by the  
131 design engineers as they look forward to the concept. I do not believe what we see here  
132 will end up being the exact object that we get because of the engineering requirements.  
133 Everyone is making comments today based on what they experience and see today.  
134 You will have a steady stream of traffic coming down those roads once that Flyover is  
135 done and if you think it is hard now to get across there, wait until you have traffic  
136 coming down that road continuously. That is why I support this.

137 Chairman Likins stated she supports this as well as she appreciates that we are going to  
138 have to have something to mitigate all of that traffic coming onto the Island. I know all  
139 the questions haven't been answered. We may not all feel the solution is not exactly  
140 perfect at this moment, but as Councilman Williams stated, those issues will be  
141 addressed as it moves forward and as the design takes place. For those citizens who  
142 have commented that they didn't feel a part of the process, please know that public  
143 notices are put out and there are times for the public to come and to speak at Council  
144 meetings and to voice their concerns and questions. I am sure that this was done  
145 appropriately and maybe we need to work harder in the future to make sure that you are  
146 aware of all of those meetings. Clearly transparency for all of us in Government is very  
147 important.

148 Councilman McCann stated he would not be supporting it because I do not believe  
149 there was enough community involvement based on the fact of the people that are here  
150 today. This is a County function and maybe there weren't enough public hearings at  
151 the County. The people in this room feel they have not been properly consulted or  
152 involved, I cannot support it. The Motion passed with a vote of 2-1. Councilman  
153 McCann was opposed.

154 • **Proposed Shelter Cove Community Park – Conceptual Master Plan**

155 Jennifer Ray, Urban Designer stated staff recommends the Public Facilities Committee make a  
156 recommendation to Town Council to approve the Conceptual Master Plan for the proposed  
157 Shelter Cove Community Park.

158  
159 As you may remember in the fall of 2012, a list of proposed elements for park development  
160 were brought to this Committee as well as to Town Council and was approved. As part of the  
161 Mall Redevelopment, the Shelter Cove Community Park will be relocated from its existing  
162 location to a larger space that is directly behind the Mall and encompasses more of Broad  
163 Creek. Town Staff, the Mall developers – Blanchard & Calhoon, the Island Recreation  
164 Association and Shelter Cove Harbour Company have been meeting with the members of  
165 Blanchard & Calhoon Design Team, Wood & Partners to discuss the design for the community  
166 park. The general principals of the park remain to be a flexible use space for day to day use as  
167 well as special events – predominately passive.

168  
169 The key features of the park include a park entry with water feature; a central event  
170 lawn including shade structures, seating areas, and an event plaza with potential for  
171 public art; a festival lawn including a playground with shade sails, restrooms, and a  
172 sunset pavilion; a waterfront pedestrian promenade including arbor swings and  
173 interpretive signage; picnic shelters; a performance lawn including an elevated  
174 performance plaza and open air shelter; and a garden lawn with “back-of-house”  
175 staging.

176  
177 Directly behind the water feature and event line is a proposed pier. We have been to  
178 OCRM and talked about the addition of a pier. The Conceptual Master Plan that was  
179 included in the Development Agreement that was approved by Council showed a much  
180 shorter pier with a large pavilion at the end. It was in the 300-350 foot length and then  
181 20-30 feet wide with a large covered pavilion at the end. In meeting with OCRM, we  
182 have been informed that to put something out there it has to be a water dependant use.  
183 Just going out over the mud flats across the marsh is not water dependent in their  
184 definition of the terms. To meet that requirement, we would be required to build a pier

185 that is more in the range of 800-850 feet long. It has to go all the way out to hit where  
186 there is enough water to be considered a channel. There is a definition as to how wide  
187 and how deep it has to be to be considered water dependent. We have also been  
188 informed that something 25-30 feet wide is probably unlikely to be approved. It shades  
189 too much of the grasses under it. They want the width to be narrower so that sunlight  
190 can still get into the grass that is underneath the boardwalk itself.

191  
192 There have been a lot of discussions back and forth with the Design Team and the  
193 Developers and staff about what direction we should go. We would love to hear your  
194 comments on this as you considering forwarding this on to Town Council. The  
195 Development Agreement called for a budget of \$4,500,000. This dock is in the  
196 \$1,500,000 range if it goes out to the 800-850 feet range. That fits within the budget  
197 right now. Up for consideration could be eliminating the dock and building something  
198 else, pushing for a shorter dock or moving forward with the dock that is permissible  
199 which is shown here on this plan.

200  
201 Councilman McCann asked whether the pier is 800 feet or nothing. Jennifer Ray stated  
202 that in speaking with OCRM we have been directed that it has to be a water dependent  
203 use. If it is going to be on access in this location it comes in around 800 feet to get to  
204 meet the definition of water dependent use. Councilman McCann also questioned the  
205 width. Jennifer Ray stated they would push for as large as they can but we think 20 feet  
206 at a minimum is needed based on the amount of users that will be out there.

207  
208 Councilman Williams didn't think that people would actually use it very much at that  
209 length. I think we need to see what we can do to work with OCRM.

210  
211 Councilman McCann questioned the maintenance on an 800 foot pier. The pier is 1/3  
212 of the cost of the whole project and how much more on top of that is the annual  
213 maintenance. Jennifer Ray stated that an 800 foot pier would be very expensive to  
214 maintain and there will have to special provisions relative to fire safety and getting  
215 access out there. Councilman McCann stated it was a beautiful park but thought that  
216 before it goes any further it should go back to the design people and find out what is  
217 happening with the pier. You are asking us to recommend something where 1/3 of the  
218 cost is still unknown. It is hard for me to say this is good and recommend it on when  
219 1/3 the cost is still unknown.

220  
221 Chairman Likins agreed the pier is very concerning and cannot imagine spending so  
222 much on the pier and what the long term maintenance would be. I think about safety  
223 issues also. I think that if we are convinced that OCRM is not going to allow us to do  
224 anything shorter then we need to probably go back to the design people and say what  
225 else can we do. I am not ready to spend this much money and then maintain this  
226 structure for here to eternity.

227  
228 After considerable discussion regarding the length of the pier and whether to try and get  
229 it shortened or potentially doing without it, Councilman Williams moved the Public  
230 Facilities Committee recommend to Town Council they move forward the Proposed  
231 Shelter Cove Community Park Conceptual Master Plan with the understanding that

232 they fight for a shorter pier of approximately 200 feet. Councilman McCann seconded.  
233 The motion unanimously passed.

234  
235 **6. Adjournment:**  
236 Councilman Williams moved to adjourn. Councilman McCann seconded the motion. The  
237 meeting was adjourned at 3:35 p.m.

238  
239 Respectfully Submitted,

240  
241  
242 \_\_\_\_\_  
243 **Karen D. Knox**  
244 **Senior Administrative Assistant**

DRAFT

# Memo



To: Public Facilities Committee

Via: Stephen G. Riley, Town Manager  
Scott Liggett, Dir. of PP&F / Chief Engineer

From: Jennifer B. Ray, Urban Designer

Subject: Proposed Chaplin Linear Park – Schematic Design Plans

Date: November 22, 2013

**Recommendation:** Staff recommends the Public Facilities Committee make a recommendation to Town Council to approve the Schematic Master Plan for the proposed Chaplin Linear Park to be used to further develop detailed plans for permitting and construction.

**Summary:** Town Council identified Chaplin Linear Park and Boardwalk as one of its Targets for Action as a Top Priority. In August 2012, Council authorized staff to move forward with design, permitting, and construction for the park based on a concept plan that included gateways to the Broad Creek and the Atlantic Ocean, a linear park trail connecting the Shelter Cove area with Collier Beach Park, upgrades to Collier Beach Park, upgrades to Chaplin Park, pedestrian enhancements and crossings, enhanced parking, and additional signage. J.K. Tiller Associates has been hired by the Town of Hilton Head Island to provide detailed design, permitting, and construction phase services for the Chaplin Linear Park. The Schematic Master Plan has been developed based on the concept plan approved by Town Council.

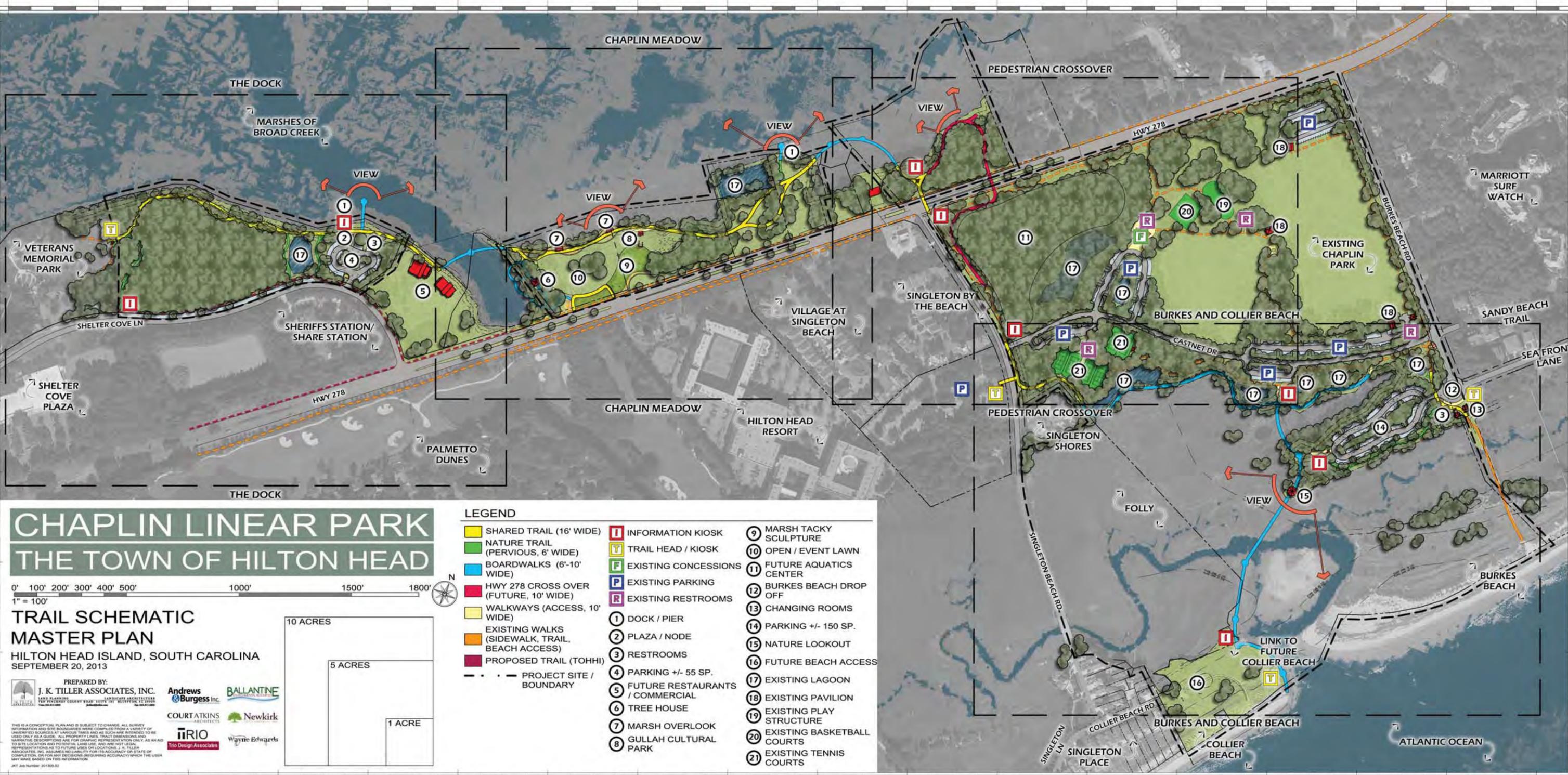
**Background:** The Chaplin Linear Park will provide a unique opportunity for both recreation and environmental observation and education for Island residents and visitors. The linear park will connect the proposed Shelter Cove Community Park and the existing Veterans Memorial Park on Broad Creek to the existing Chaplin Park and Collier Beach Park on the Atlantic Ocean

Key features of the park as shown on the attached schematic master plan (prepared by J.K.

Tiller Associates, dated September 20, 2013) include a 16' wide paved trail that follows the edge of the marsh; parking and restrooms; fishing & observation piers; a pedestrian bridge at the Broad Creek inlet; a tree house/observation tower and canopy walk; connections to existing park trails and pathways; a marsh-edge boardwalk; a nature pavilion; restrooms, changing rooms, and additional beach parking; a boardwalk across the folly connecting Chaplin Park to Collier Beach Park, and site furnishings and signage including trail head and information kiosks, interpretational signage, and way-finding.

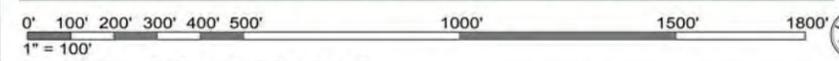
The Parks and Recreation Commission moved to approve the Schematic Master Plan as presented on November 14, 2013. Main comments received from the Parks and Recreation Commission focused on pedestrian safety and the priority of moving pedestrians away from William Hilton Parkway, park maintenance, parking naming, and the inclusion of a harder surface at the end of Burkes Beach Road at the beach access point.

The Planning Commission discussed the project at their November 20, 2013 meeting and shared concerns regarding pedestrian safety as well as environmental concerns related to the Folly, Collier Beach, and the boardwalk connection from Chaplin Park.



# CHAPLIN LINEAR PARK

## THE TOWN OF HILTON HEAD



### TRAIL SCHEMATIC MASTER PLAN

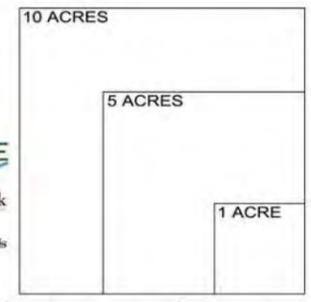
HILTON HEAD ISLAND, SOUTH CAROLINA  
SEPTEMBER 20, 2013

PREPARED BY:  
**J. K. TILLER ASSOCIATES, INC.**  
LANDSCAPE ARCHITECTS



THIS IS A CONCEPTUAL PLAN AND IS SUBJECT TO CHANGE. ALL SURVEY INFORMATION AND SITE BOUNDARIES WERE COMPILED FROM A VARIETY OF UNVERIFIED SOURCES AT VARIOUS TIMES AND AS SUCH ARE INTENDED TO BE USED ONLY AS A GUIDE. ALL PROPERTY LINES, TRACT DIMENSIONS AND NARRATIVE DESCRIPTIONS ARE FOR GRAPHIC REPRESENTATION ONLY AND ARE NOT TO BE USED FOR ANY LEGAL PURPOSES. THE LOCATION, DATE, TIME, AND SCALE OF THIS REPRESENTATION AS TO FUTURE USES OR LOCATIONS, J.K. TILLER ASSOCIATES, INC. ASSUMES NO LIABILITY FOR THE ACCURACY OR STATE OF COMPLETION, OR FOR ANY DECISIONS REGARDING ACCURACY WHICH THE USER MAY MAKE BASED ON THIS INFORMATION.

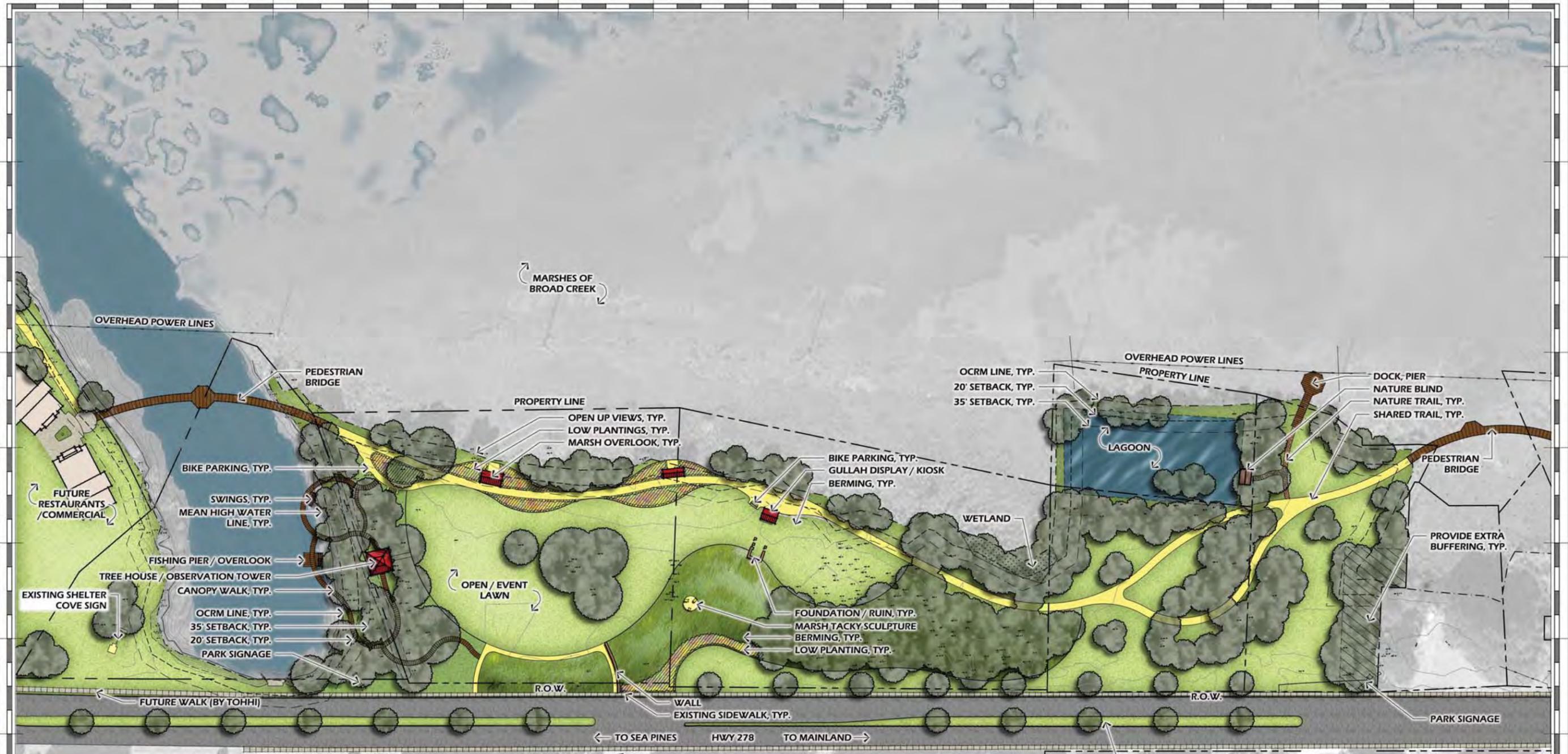
JKT Job Number: 201309-02



### LEGEND

- |  |                                 |                            |
|--|---------------------------------|----------------------------|
| SHARED TRAIL (16' WIDE)                        | INFORMATION KIOSK               | MARSH TACKY SCULPTURE      |
| NATURE TRAIL (PERVIOUS, 6' WIDE)               | TRAIL HEAD / KIOSK              | OPEN / EVENT LAWN          |
| BOARDWALKS (6'-10' WIDE)                       | EXISTING CONCESSIONS            | FUTURE AQUATICS CENTER     |
| HWY 278 CROSS OVER (FUTURE, 10' WIDE)          | EXISTING PARKING                | BURKES BEACH DROP OFF      |
| WALKWAYS (ACCESS, 10' WIDE)                    | EXISTING RESTROOMS              | CHANGING ROOMS             |
| EXISTING WALKS (SIDEWALK, TRAIL, BEACH ACCESS) | DOCK / PIER                     | PARKING +/- 150 SP.        |
| PROPOSED TRAIL (TOHHI)                         | PLAZA / NODE                    | NATURE LOOKOUT             |
| PROJECT SITE / BOUNDARY                        | RESTROOMS                       | FUTURE BEACH ACCESS        |
|  | PARKING +/- 55 SP.              | EXISTING LAGOON            |
|  | FUTURE RESTAURANTS / COMMERCIAL | EXISTING PAVILION          |
|  | TREE HOUSE                      | EXISTING PLAY STRUCTURE    |
|  | MARSH OVERLOOK                  | EXISTING BASKETBALL COURTS |
|  | GULLAH CULTURAL PARK            | EXISTING TENNIS COURTS     |





# CHAPLIN LINEAR PARK

## THE TOWN OF HILTON HEAD

0' 50' 100' 150' 200' 250' 500' N  
1" = 50'

**CHAPLIN MEADOW**  
**SCHEMATIC PLAN**  
 HILTON HEAD ISLAND, SOUTH CAROLINA  
 SEPTEMBER 20, 2013

PREPARED BY:  
**J. K. TILLER ASSOCIATES, INC.**  
LANDSCAPE ARCHITECTS  
 1400 PLANTATIONS  
 1000 W. PALMETTO BLVD. SUITE 100  
 PALMETTO BEACH, SC 29942  
 TEL: 843.785.1111  
 WWW.JKTILLER.COM

**Andrews & Burgess Inc.**  
ARCHITECTS

**BALLANTINE**  
ENVIRONMENTAL RESOURCES

**COURT ATKINS**  
ARCHITECTS

**Newkirk**  
LANDSCAPE ARCHITECTS

**Trio**  
Trio Design Associates

**Wayne Edwards**  
LANDSCAPE ARCHITECTS

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 JKT Job Number: 201309-03





# CHAPLIN LINEAR PARK

## THE TOWN OF HILTON HEAD

0' 50' 100' 150' 200' 250' 500' N  
1" = 50'

**PEDESTRIAN CROSSOVER  
SCHEMATIC PLAN**  
HILTON HEAD ISLAND, SOUTH CAROLINA  
SEPTEMBER 20, 2013

PREPARED BY:  
**J. K. TILLER ASSOCIATES, INC.**  
LANDSCAPE ARCHITECTURE  
1440 HILTON HEAD ISLAND, SOUTH CAROLINA 29928  
TEL: 843.681.1111 FAX: 843.681.1112

**Andrews & Burgess Inc.**  
ARCHITECTS

**BALLANTINE**  
LANDSCAPE ARCHITECTURE

**COURT ATKINS**  
ARCHITECTS

**Newkirk**  
LANDSCAPE ARCHITECTURE

**Trio**  
Trio Design Associates

**Wayne Edwards**  
LANDSCAPE ARCHITECTURE

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JKT Job Number: 201309-03

AT GRADE PEDESTRIAN CROSSING  
TIE WALKWAY INTO EXISTING PARKING LOT  
TRAIL HEAD / KIOSK

SHARED TRAIL

EXISTING TENNIS COURTS

EXISTING TENNIS COURTS

EXISTING BIKE TRAIL, TYP.  
35' SETBACK, TYP.  
20' SETBACK, TYP.  
FOLLY BOARDWALK, TYP.  
OCRM LINE, TYP.

LAGOON

EXISTING PARKING

EXISTING RESTROOMS  
EXISTING PAVILION

EXISTING PARKING

CASTNET DR

EXISTING PARKING

LAGOON

LAGOON

INFORMATION KIOSK

FOLLY BOARDWALK, TYP.

PARK SIGNAGE  
OPEN UP VIEWS  
ROOKERY / LAGOON

BENCH, TYP.

SEA FRONT LANE

BIKE PARKING, TYP.  
RESTROOMS, TYP.  
TRAIL HEAD / KIOSK  
DROP OFF  
CHANGING ROOMS, TYP.  
SHOWER AREA

35' SETBACK, TYP.  
20' SETBACK, TYP.  
OCRM LINE, TYP.

PARKING, +/- 150 SP.  
INFORMATION KIOSK  
NATURE TRAIL, TYP.

BEACH ACCESS TRAIL  
OCRM LINE, TYP.

OCRM SETBACK

OCRM BASE LINE

NATURE PAVILION, TYP.

OBSERVATION POINT, TYP.

FLOOD ZONE A7 (14)  
FLOOD ZONE A7 (15)

FLOOD ZONE A7 (15)  
FLOOD ZONE A7 (16)

FLOOD ZONE V8 (16)  
FLOOD ZONE V8 (18)

FOLLY BOARDWALK, TYP.

BURKES BEACH

# CHAPLIN LINEAR PARK THE TOWN OF HILTON HEAD

0' 60' 120' 180' 240' 300' 600' N  
1" = 60'

**BURKES AND COLLIER BEACH  
SCHEMATIC PLAN**  
HILTON HEAD ISLAND, SOUTH CAROLINA  
SEPTEMBER 20, 2013

PREPARED BY:  
**J. K. TILLER ASSOCIATES, INC.**  
LANDSCAPE ARCHITECTURE  
1400 HILTON HEAD ISLAND  
NEW PHOENIX COLONY ROAD SUITE 101 HILTON HEAD ISLAND, SC 29928  
843.681.1000

**Andrews & Burgess Inc.**

**BALLANTINE**  
ENVIRONMENTAL RESOURCE

**COURT ATKINS**  
ARCHITECTS

**Newkirk**

**Trio**  
Trio Design Associates

**Wayne Edwards**

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JKT Job Number: 201309-03



# Memo

To: Public Facilities Committee

Via: Stephen G. Riley, Town Manager  
Scott Liggett, Dir. of PP&F / Chief Engineer

From: Jeff Buckalew, Town Engineer  
Darrin Shoemaker, Traffic and Transportation Engineer

Subject: Proposed Town Policy for Dedication and Acceptance of Private Roads

Date: December 3, 2013

## **Recommendation:**

Staff recommends the Public Facilities Committee endorse a policy for the dedication and acceptance of private roads to the Town for perpetual maintenance. This endorsement shall be made as a recommendation for approval of the full council.

## **Summary:**

A formal policy is needed for the Town's consideration and acceptance of private roads. The Town has been approached by private road owners desiring to dedicate their roads to the Town for ownership and perpetual maintenance responsibilities. The policy strives to serve the public interest while, defending against the burden of maintaining private interests. The acceptance of more roads will have a direct impact on future road maintenance budgets, staff obligations and potentially levels of services and the Capital Improvements Program. The County has recently approved a similar policy with which we have tried to avoid conflicting philosophies.

## **Background:**

The current inventory of Town maintained roads includes 50 roads, totaling 11.60 miles. It had been the policy of the Town to ultimately convey ownership of our roads to the

County for perpetual maintenance; however the County has recently rejected the Town's dedication of 31 roads. Thus a new paradigm is required regarding both the acquisition and long term maintenance of Town roads. The Engineering Division operating budget includes a newly created category for road maintenance, with \$180,000 allotted for this fiscal year. Future budgets will likely require additional funding as the inventory and maintenance needs increase.

The roads being offered may require extensive maintenance repairs or capital improvements. Surface or pavement failures, sub-standard width, sub-standard signs, pavement markings, and inadequate drainage infrastructure may need to be addressed in the short term. Pathways or sidewalks may also be recommended, which would require capital funding.

Furthermore, the Town's Land Management Ordinance (Sec 16-5-513) requires that all streets offered for public dedication shall be constructed and surfaced with finished paving in conformance with the latest edition of the Standard Specifications for Highway Construction, South Carolina Department of Transportation. If there is no such documentation for the dedicated roads, the applicant should bear the cost of additional testing and inspections. This policy reserves the right to require the road owner to make repairs or provide testing data if deemed necessary.

**TOWN OF HILTON HEAD ISLAND**  
**(DRAFT) POLICY FOR THE DEDICATION AND**  
**ACCEPTANCE OF PRIVATE ROAD RIGHTS OF WAY**

December 17, 2013

The Town desires a policy for the dedication and acceptance of private roads that clearly defines the requirements and procedures for the offer of dedication and further to guide staff and Town Council in the decision to accept or reject the offer. The Town Council of Hilton Head Island has approved the following policy on the management of these dedications and their disposition.

The following definitions are intended for use with this policy:

Town Road – Any road or street, paved or unpaved, improved or unimproved, that is owned and maintained by the Town of Hilton Head Island and available for use by the traveling public.

Public Road – Any road or street, that is owned and maintained by a public or governmental entity and available for use by the traveling public; all Town roads are public roads.

Private Road – Any road or street, that is owned and maintained by a privately-held landowner or multiple landowners, be they an individual, multiple individuals, or a corporation, and that is situated in a dedicated right-of-way recorded with the Beaufort County Register of Deeds, and subdivided from adjoining parcels.

Private Driveway - Any facility providing vehicular access, that is owned and maintained by a privately-held landowner or multiple landowners, be it an individual, multiple individuals, or a corporation, that is not situated within a readily identifiable dedicated right-of-way subdivided from adjoining parcels.

Dwelling Unit – A building, or a portion of a building, providing complete, independent living facilities for one or more persons, including permanent provisions for living, sleeping, eating, cooking and sanitation.

**ACCEPTANCE CRITERIA**

To be considered for acceptance of ownership and perpetual maintenance responsibility by the Town of Hilton Head Island, a private road must:

1. Be situated in a readily identifiable, dedicated right-of-way recorded with the Beaufort County Register of Deeds;
2. Be directly accessible by and connected to a public road;

3. Provide exclusive access to at least six (6) dwelling units or multiple non-residential properties, or have an Annual Average Daily Traffic (AADT) volume of one thousand (1,000) or greater;
4. Be formally proposed for acceptance by the Town of Hilton Head Island via submission of a road dedication application as defined herein by the roadway's owner or owners;
5. Be free of liens against (or other clouds on) title to the road's dedicated right-of-way, and be free of any other covenants, restrictions, or encumbrances substantially affecting the Town's ability to use the road as a Town Road; and
6. Be situated within a dedicated right-of-way of a minimum width that satisfies the requirements of Section 16-5-504 of the Town's Land Management Ordinance (LMO).

### **ROAD RIGHT OF WAY DEDICATION APPLICATION PROCEDURE**

1. A completed Application for Road Right of Way Dedication must be submitted to the Town of Hilton Head Island by the owner(s) of the private road right of way. It will be the applicant's responsibility to have each and every owner sign the application. One hundred percent participation on the part of the right of way (property) owners is required for acceptance consideration.
2. A complete application must include a copy of the deed on file that evidences the applicant's ownership of the road, a survey plat of the road right of way, and a topographic survey of the physical features within the road right of way. This plat and survey shall be certified by a professional land surveyor registered in South Carolina. The Town reserves the right to ask for additional information such as pavement corings and construction reports if deemed necessary for condition assessment and cost-estimating purposes. The application shall also include a right of entry to allow Town staff to inspect the right of way.
3. Applications shall be submitted to the Town Manager. The Town Manager will assign review of the application to the Town Engineer and Town Attorney.
4. The submission of a completed application indicates the property owners' willingness to:
  - a. donate that amount of land needed to assemble a dedicated right-of-way of minimum width that satisfies the requirements of 16-5-504 of the Town's Land Management Ordinance,
  - b. donate any existing or proposed drainage easements that the Town Engineer considers necessary for adequate storm drainage conveyance, and
  - c. have the road designated for public use
5. Engineering staff shall assess the existing conditions of the right-of-way and develop an inventory of immediate, short-term, and long-term maintenance needs, as well as a

cost estimate associated with each. This information shall include the Town Engineer's estimated costs of any potential rights-of-way and easement acquisition as outlined in the preceding item. This information will be provided to the Town Manager for consideration by Town Council accompanied by a staff recommendation on whether the Town should consider accepting the ownership and perpetual maintenance responsibility for the road. The staff recommendation shall include a discussion on the impacts to existing and future budgets, and whether improvements or compensation to address deficiencies by the roadway owner(s) is recommended.

6. Staff will present the offer of dedication and its recommendation as an item to the Public Facilities Committee and Town Council.
7. The Town Attorney shall advise the Town Manager when the acquisition process has been completed. The road will then be added to the Town's road inventory and the Town shall be responsible for perpetual maintenance, with a level of service based on a prioritization scheme and available funding.

### **ROADWAY INSPECTION**

Once a complete Application for Road Dedication is received, the Town Engineer shall determine the length of the road and the number of discrete dwelling units served by the road. The Town Engineer, or their designee, shall conduct an inspection of the existing roadway for the purpose of assessing needed repairs, surface conditions, drainage adequacy, and the estimated cost of bringing the road up to acceptable condition. A summary of these findings, along with staff comments and recommendations shall be documented and attached to the application. The inspection report shall include projected yearly maintenance cost as well as estimated life cycle replacement cost.

### **RIGHT-OF-WAY DEEDS**

When it is determined that an Application for Road Dedication has been properly executed, the Town Attorney shall prepare the necessary right-of-way deeds. Each deed will reference the applicant's survey and plat of the proposed road right-of-way. The deeds will be mailed to the property owner(s) at the address used by the County Treasurer for property tax mailings. All deeds must be properly executed and returned to the Town Attorney. If Town Council accepts the road for maintenance, the Town Attorney shall record the deed(s) with the Beaufort County Register of Deeds.

### **PUBLIC FACILITIES COMMITTEE AGENDA ITEM**

The Town Engineer shall prepare an agenda item summarizing all of the data regarding the subject road dedication. The agenda item shall include a recommendation of the Engineering Division to accept or reject the dedication. The Public Facilities Committee shall act on the staff recommendation and forward its recommendation to the full council.

### **PUBLIC FACILITIES COMMITTEE AND TOWN COUNCIL**

An affirmative vote by simple majority of Town Council is required for public acceptance of the road right of way.

**NOW THEREFORE, BE IT RESOLVED**, the Hilton Head Island Town Council does approve this Policy for Acceptance of Private Road Rights of Way.

Adopted this \_\_\_ day of \_\_\_\_\_, 2013.

**TOWN COUNCIL OF HILTON HEAD ISLAND**

By: \_\_\_\_\_  
Drew Laughlin, Mayor

ATTEST:

\_\_\_\_\_

\_\_\_\_\_, Town Clerk

DRAFT

## **POLICY FOR THE ACCEPTANCE OF PRIVATE ROADS**

Policy Statement (PS-15) adopted by County Council on July 28, 2003, outlined the County's policy with regard to "...WORKING ON PRIVATE PROPERTY". As a related issue, PS-15 also outlines a general procedure for qualifying and accepting private roads into the County's road maintenance inventory.

The demand for private road acceptance has grown significantly since the adoption of PS-15. County Council recognizes the necessity of treating private road acceptance as a separate issue, and wishes to clarify and refine the acceptance procedure. The new policy set forth herein is intended to supersede only those portions of PS-15 that deal with the acceptance of private roads and the definitions of "private road" and "private driveway".

### **Definitions:**

1. Private road: a road, street or other vehicular pathway, paved or unpaved, that is owned and maintained by a non-governmental body (e.g., private individual or individuals), property owners association, developer, etc., and that has not been designated for public use
2. Private driveway: a vehicular pathway where ownership of the land abutting both sides of the pathway is the same
3. Dwelling unit: any residential unit including detached single-family dwellings, townhouse units, condominium units, individual apartments, and mobile homes; dwellings may be owner-occupied or rental units

### **Qualifying Requirements**

To be considered for acceptance, a private road must meet each of the four criteria listed below:

1. ...not be a "private driveway as defined above
2. ...be directly accessible by a State or County road
3. ...serve at least six (6) dwelling units
4. ...Property owners must submit a "Road Acceptance Application" as outlined below

### **Road Acceptance Application**

1. Submission of written application (petition): any property owner with land abutting a private road may request a "Road Acceptance Application" from the County Engineering Division
  - (a) Requests will be forwarded to the R/W Manager who will return an application form and a list of the names and mailing addresses of the abutting property owners

- (b) It will be the applicant's responsibility to have each and every owner sign the application and then return the completed document to the R/W Manager. One hundred per cent participation on the part of the property owners is required for acceptance consideration
  - (c) The R/W Manager will ensure that all necessary signatures have been obtained; he/she will notify the applicant of any deficiencies
2. The completed application indicates the property owners' willingness to
- (a) donate that amount of land needed to assemble a 50'-wide right-of-way (a lesser right-of-way may be considered if it can be demonstrated that it is not feasible to assemble a full 50' right-of-way)
  - (b) donate any existing or proposed drainage easements that the Public Works Dept. considers necessary for adequate drainage
  - (c) have the road designated for public use
3. The completed application also indicates the property owners' permission for County employees to enter their property, as necessary, for the purpose of inspecting the existing roadway, assessing drainage needs, and surveying the proposed 50' right-of-way.

### **Right-Of-Way Deeds**

When it is determined that an application has been properly executed, the R/W Manger will prepare the necessary right-of-way deeds. Each deed will reference the County's survey of the proposed 50' right-of-way. The deeds will be mailed to the property owner at the address used by the County Treasurer for property tax mailings. All deeds must be properly executed and returned to the R/W Manager.

### **Road Inspection**

R/W Manager will determine the length of the road and the number of discrete dwelling units served by the road. He/she will relay this information to the Public Works Director whose staff will conduct an inspection of the existing roadway for the purpose of assessing needed repairs, drainage adequacy, and the estimated cost of bringing the road up to acceptable condition. A summary of these findings, along with comments and recommendations, will be returned to the R/W Manager.

### **Public Facilities Committee Agenda Item**

The R/W Manager will prepare an agenda item summarizing all the data regarding the subject road. The agenda item will include the recommendations, if any, of the Engineering Division and Public Works Dept.

**Public Facilities Committee and County Council**

An affirmative vote by simple majority, first by the Public Facilities Committee and then by County Council, is required for road acceptance.

**NOW THEREFORE, BE IT RESOLVED**, the Beaufort County Council does approve the Policy for the Acceptance Private Roads.

Adopted this \_\_\_\_\_ day of \_\_\_\_\_, 2013.

**COUNTY COUNCIL OF BEAUFORT COUNTY**

By: \_\_\_\_\_  
D. Paul Sommerville, Chairman

ATTEST:

\_\_\_\_\_  
Suzanne M. Rainey, Clerk to Council

# COUNTY COUNCIL OF BEAUFORT COUNTY

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D. PAUL SOMMERVILLE  
CHAIRMAN

STEWART H. RODMAN  
VICE CHAIRMAN

## COUNCIL MEMBERS

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BRYAN J. HILL  
DEPUTY COUNTY ADMINISTRATOR

JOSHUA A. GRUBER  
COUNTY ATTORNEY

SUZANNE M. RAINEY  
CLERK TO COUNCIL

## AGENDA PUBLIC FACILITIES COMMITTEE

Monday, October 21, 2013

4:00 p.m.

Conference Room, Building 2, Beaufort Industrial Village  
102 Industrial Village Road, Beaufort

### Committee Members:

Gerald Dawson, Chairman  
Steve Fobes, Vice Chairman  
Cynthia Bensch  
Rick Caporale  
Brian Flewelling  
William McBride  
Jerry Stewart

### Staff Support:

Rob McFee, Division Director

1. CALL TO ORDER – 4:00 P.M.
2. RESOLUTION FOR SAFETY ENHANCEMENTS IN THE WINDMILL HARBOUR, BLUE HERON AND JENKINS ISLAND AREA ([backup](#))  
([Windmill Harbour POA and Blue Heron POA exhibits](#))
3. AN ORDINANCE AUTHORIZING THE TRANSFER OF ANY COUNTY-OWNED INTEREST IN BOWLING LANE AND ANY ADJOINING OR CONNECTING EASEMENTS TO THE CITY OF BEAUFORT, SOUTH CAROLINA ([backup](#))
4. PALMETTO ELECTRIC COOPERATIVE UTILITY EASEMENT ON COUNTY PROPERTY ([backup](#))
5. PROPOSED POLICY FOR THE ACCEPTANCE OF PRIVATE ROADS (POLICY STATEMENT #17) ([backup](#))
6. CONSIDERATION OF CONTRACT AWARDS
  - A. Household Hazardous Waste Collection Services Contract Extension ([backup](#))
  - B. Ferguson Enterprises Contract Renewal for High Density Polyethylene Pipe (HDPE) with Stormwater Management ([backup](#))
7. DISCUSSION / INFORMATION ONLY
  - A. Change Order 10 - SC 170 Widening Construction / Beaufort County Sales Tax Project #3 ([backup](#))
  - B. Change Order 11 - SC 170 Widening Construction / Beaufort County Sales Tax Project #3 ([backup](#))
8. ADJOURNMENT



E. AN ORDINANCE AUTHORIZING ISSUANCE OF AN EASEMENT TO PALMETTO ELECTRIC COOPERATIVE UTILITY ON COUNTY PROPERTY (backup)

1. Consideration of approval to occur October 28, 2013
2. Public Facilities Committee discussion and recommendation to approve occurred October 21, 2013 / Vote 6:0

F. POLICY FOR THE ACCEPTANCE OF PRIVATE ROADS (NEW POLICY STATEMENT #17) (backup)

1. Consideration of approval to occur October 28, 2013
2. Public Works Committee discussion and recommendation to approve occurred October 21, 2013 / Vote 6:0

G. HOUSEHOLD HAZARDOUS WASTE COLLECTION SERVICES CONTRACT EXTENSION (backup)

1. Contract award: CARE Environmental, Inc., Valdosta, Georgia
2. Contract amount: Dependent upon the amount of material received, but not expected to exceed \$80,000
3. Contract funding: Account 1001340-51160, Professional Services
4. Public Works Committee discussion and recommendation to approve occurred October 21, 2013 / Vote 6:0

13. PUBLIC COMMENT

14. ADJOURNMENT



**COUNTY COUNCIL OF BEAUFORT COUNTY**  
**BEAUFORT COUNTY ENGINEERING DEPARTMENT**  
102 Industrial Village Road, Building #3, Beaufort, SC 29906  
Post Office Drawer 1228, Beaufort, SC 29901-1228  
Telephone: 843-255-2700 Facsimile: 843-255-9420

TO: Councilman Gerald Dawson, Chairman, Public Facilities Committee

VIA: Gary Kubic, County Administrator  
Josh Gruber, Staff Attorney

FROM: Robert McFee, Director of Engineering and Infrastructure

SUBJ: **Proposed Policy for the Acceptance of Private Roads (PS-17)**

DATE: October 15, 2013

**BACKGROUND:** A draft version of PS-17, Policy for the Acceptance of Private Roads was presented to the Public Facilities Committee on September 25, 2012. The purpose of the policy was to clarify and refine private road acceptance procedures. As written, the proposed policy would have disqualified private roads with abutting "heirs properties". The Committee had reservations concerning this disqualifier, and voted to recommend that Council not approve the new policy. On October 8, 2012, the Council Chairman, without objection, referred this matter back to the Public Facilities Committee.

The language regarding "heirs properties" has been removed. The policy is once again being presented to the Committee for consideration.

**FOR ACTION:** Public Facilities Committee on October 21, 2013.

**RECOMMENDATION:** The Public Facilities Committee approve and recommend to County Council the Policy for the Acceptance of Private Roads (PS-17).

JRMjr/EWK/cvs

Attachments: 1) Draft of Proposed PS-17  
2) Public Facilities Committee Minutes 9-25-12  
3) County Council Minutes 10-8-12

cc: Eddie Bellamy, Director Public Works

ROW/PS-17