



# **The Town of Hilton Head Island Regular Public Safety Committee Meeting**

**Monday, January 6, 2014**

**10:00 a.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. Approval of Minutes**
  - a. Regular Public Safety Committee Meeting of November 4, 2013
- 4. Unfinished Business**
  - a. Yard Debris Removal Options
- 5. New Business**

None
- 6. Adjournment**

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

**TOWN OF HILTON HEAD ISLAND**  
**PUBLIC SAFETY COMMITTEE REGULAR MEETING**

**Date:** November 4, 2013

**Time:** 10:00 a.m.

**Members Present:** Marc A. Grant, *Chairman*; John J. McCann and Bill Harkins, *Council Members*

**Members Absent:** None

**Town Staff Present:** Greg DeLoach, *Assistant Town Manager*; Lavarn Lucas, *Fire Chief*; Brad Tadlock, *Deputy Fire Chief - Operations*; Greg DeLoach, *Assistant Town Manager*; Brian Hulbert, *Staff Attorney*; Jayme Lopko, *Senior Planner*; and Lynn Buchman, *Administrative Assistant*

**Others Present:** Kim Likins, *Council Member*; Captain Joey Woodward, *Beaufort County Sheriff's Office*; Kiera Morris, *Beaufort County Sheriff's Office*; Sheriff P.J. Tanner, *Beaufort County Sheriff's Office*; and Toby McSwain, *Director of Security for Sea Pines*

**Media Present:** Tom Barton, *The Island Packet*

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**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. Approval of Minutes**

**a. Regular Public Safety Committee Meeting of October 7, 2013**

A motion to approve the minutes of the October 7, 2013 meeting of the Public Safety Committee was made by Mr. Harkins and seconded by Mr. McCann. The motion was unanimously approved by a vote of 3-0.

The Committee agreed to change the order of the Agenda to allow the New Business item to be heard before the Unfinished Business.

**5. New Business**

**a. 3<sup>rd</sup> Quarter 2013 Crime Statistics – Capt. Joey Woodward**

Captain Joey Woodward referenced the Uniform Crime Report for the 3<sup>rd</sup> Quarter of 2013, which was a part of the agenda packet, and briefly noted the quarterly statistics and analyses for crimes against persons, crimes against property, vehicle collisions, tickets, and volunteer hours.

In response to Mr. Harkins' inquiry about the incident that occurred at Northridge Cinema approximately 3 weeks ago and the steps being taken to help prevent future situations of this type, Captain Woodward outlined the extra patrols assigned to Northridge Plaza, particularly at closing times, and escorts provided when requested.

Chairman Grant asked for public comments, and there were none. A motion to accept the report as presented by Captain Woodward was made by Mr. Harkins and seconded by Mr. McCann. The motion was unanimously adopted by a vote of 3-0.

#### **4. Unfinished Business**

##### **a. Brief Update on Yard Debris Pickup Issue**

Greg DeLoach, Assistant Town Manager, informed the Committee that the Town had established a 3-person Committee consisting of Jayme Lopko, Brian Hulbert, and Julian Walls, to investigate solutions to the yard debris issue. He reported on a meeting of the team last Tuesday with Betsy Doughtie from Deep Well, looking at ideas and the possible participation of Deep Well. There was additional discussion with them about income-based eligibility, but they were informed that Deep Well does not have the resources to take on such a project.

He also reported that an additional meeting by the team was held on Friday with Dot Law, Veronica Miller, and Irv Campbell, representing various POA's within Ward 1. As requested by this Committee, the purpose was to discuss a community-based solution. The POA's reiterated their opposition to the burn ordinance, discussed the level of the problem in the various Ward 1 communities, and the necessity for more work to determine the need. The possibility of the Town providing bags was also discussed at that meeting, as well as whether an income-based eligibility program is needed, or a larger program that may exceed the problems created by the burn ordinance.

He noted they are also discussing with Beaufort County the possibility of expanding the number of loads at the Convenience Center during certain months in the fall and spring when the demand is greater. While this may resolve some issues, he stated picking up the yard debris is not resolved.

Mr. DeLoach concluded his update noting that the Town is still in the initial stages of meetings and seeking community involvement.

Mr. McCann noted this issue affects not only Ward 1, but also affects those living in Ward 6. Mr. DeLoach agreed that the scope is not limited to Ward 1.

Chairman Grant and Mr. DeLoach discussed the possibility of designating a Town-owned site where debris might be dropped, and the questions raised of how much debris is anticipated, and who and under what circumstances a person is eligible to drop off yard debris. Mr. DeLoach confirmed for Chairman Grant that the team is checking for successful programs elsewhere.

Mr. Harkins asked about the timing, and Mr. DeLoach indicated that although the team has completed some meetings, it is continuing discussions with Beaufort County and others. He anticipated they would have options ready to present within 3 to 4 weeks, however, the big question yet to be answered is what is the scope of the issue.

Lavarn Lucas, Fire Chief, explained the figures provided at the last Committee meeting, with the average of 175 being inclusive of all addresses requesting permits, those burning without permits where warnings were issued, and an estimated number of those burning without a permit who were never caught.

Mr. Harkins and Mr. DeLoach discussed the ideas presented by the community leaders that have so far participated in meetings. Mr. DeLoach noted that the consensus is not to adopt the burn ordinance, and that the Town created a situation, which the Town should solve. He outlined several options, including bag distribution, conditions for distribution, who qualifies, the budget, personnel that may need to be hired, and the difficulty of defining the issue. Meetings will continue so that options can be presented to Town Council.

Discussion followed among the Committee members concerning proposed ideas they felt might be accepted by the leadership in Ward 1. These included the possibility of a trash or yard debris pickup centered around the group currently burning and a 5-year moratorium to allow burning permits to continue until a long-term solution is found. Chairman Grant indicated that many of the constituents of Ward 1 are in favor of some form of a burning ban, but do not want the extra burden and stress of maintaining their property without a positive solution.

Mr. Harkins and Mr. DeLoach discussed whether the establishment of a program for seasonal debris pickup should be limited to those currently burning or is needed Island-wide with income-based eligibility requirements. Mr. DeLoach pointed out the costs involved in administering such a program, and if the Ward 1 POA's could not help with that, the Town might have to take on that cost.

Chairman Grant asked for public comment. Dot Law, President of the Marshland/Chaplin/Gardner POA, commented on the meeting held with the Town Committee. She noted the consensus of the Native Island POA's was that this issue was not so large as to warrant the type of solutions that were brought up at that meeting. She noted the POA's are not able contribute to the cost for a debris pickup program, and the general consensus among the POA representatives was that this situation is too small to even put the burning ban in place, but rather fines should be increased if the current burning regulations are disregarded. She pointed out burning goes on in other places on the Island - not just Ward 1. Ms. Law suggested that if the ban is adopted by the Town, then the Town should be involved in a solution for those who are affected.

There were no further public comments.

### **Adjournment**

At 10:23 a.m. Mr. Harkins moved to adjourn the meeting and Mr. McCann seconded. The motion was approved by a vote of 3-0.

Respectfully submitted:

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Lynn W. Buchman  
Administrative Assistant

Approved by:

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Marc A. Grant, Chairman



# TOWN OF HILTON HEAD ISLAND

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## MEMORANDUM

**TO:** Public Safety Committee, Remaining Council Members

**FROM:** Greg DeLoach, Assistant Town Manager; Julian Walls, Facilities Manager; and Jayme Lopko, Senior Planner

**DATE:** December 27, 2013

**SUBJECT:** Yard Debris Removal Options

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### **RECOMMENDATION:**

That the Public Safety Committee consider yard debris removal options and public education measures, and make a recommendation to Town Council.

### **SUMMARY:**

A team of staff members has identified yard debris pick-up options and public education measures to address the adoption of Ordinance No. 2013-12 and its perceived impact on residents. Those options are identified in the attached memo.

### **BACKGROUND:**

As a result of the adoption of Ordinance No. 2013-12, that, in part, prohibited the open burning of items including, but not limited to: waste wood, pine straw, leaves, grass, or trash, the Public Safety Committee expressed a desire to identify yard debris pick-up options for those perceived to be affected by the adoption of the ordinance. Additionally, the Committee desired that staff work with residents to develop options. In the meantime, staff began to develop public education efforts to inform residents about the adopted Ordinance and to develop public information efforts designed to inform residents about treating yard debris (composting/mulching).

Ordinance No. 2013-12 was adopted for the following reasons: (1) smoke from outdoor burning in populated areas can present serious health hazards to individuals with respiratory ailments; (2) smoke from outdoor burning is a common cause of nuisance complaints between neighbors and is often a public nuisance impacting residents and visitors; and (3) outdoor burning that triggers nuisance complaints place demands on resources of the Fire and Rescue Department.

## **MEETINGS WITH WARD REPRESENTATIVES AND COMMUNITY GROUPS:**

Senior Planner Jayme Lopko and Facilities Manager Julian Walls met with over half a dozen residents from Ward 1 and 3 to discuss the yard debris issue. Here is a summary of comments from residents:

- Repeal Ordinance No. 2013-12.
- Have the town provide yard debris dump sites in various locations in Ward 1 and suggest to the county that it not limit daily drop-offs (Convenience Center) to two. They desire the county utilize more Convenience Center dumpsters, particularly during the spring and fall.
- Some disfavor an income-based eligibility program.
- They desire the town implement an education program re Ordinance No. 2012-13.
- A desire for the town to survey residents to determine the number who burn, how often, what is burned, ability to take debris to the Convenience Center, and the ability to bag and take debris to the curbside.
- They would like to create an economic opportunity in their communities by selecting a landscaper from their community to pick-up yard debris and have the town pay for the program.

In addition to meeting with residents, staff spoke with Deepwell to assess its interest in participating in a yard debris program. Deepwell stated it did not have the capacity to undertake a yard debris program. Staff also spoke with the Community Foundation of the Lowcountry for ideas as to what Island organizations could undertake some yard debris pick-up program, however, at this time, no particular organization has been identified.

## **PUBLIC EDUCATION COMPONENT:**

As a result of the adoption of Ordinance No. 2013-12, Fire and Rescue Staff began to implement a public awareness campaign to publicize key elements of the Ordinance. They have accomplished the following:

- HILTON HEAD PSD – Included information on mailed bills starting the week of 11/25/13 and will remain on bills into February in order to hit all cycles (approx. 12,000 accounts), at no cost to the town. The following message is included in bills:

LEARN BEFORE YOU BURN! As of November 10, 2013 open burning of yard debris within the Town of Hilton Head Island is no longer permitted. Some open burning is still legal with certain restrictions. Visit [www.hiltonheadislandsc.gov/departments/fire/openburn.cfm](http://www.hiltonheadislandsc.gov/departments/fire/openburn.cfm) to Learn before you burn!

- Broad Creek PSD – Will also include the above information in their mailed bills – not sure of the date yet waiting for a proof back from the company that does their bills – approximately .16 an insert (1,500 accounts).
- South Island PSD- Above information will be placed on its web site, at no cost to the town. Additionally, will also include above information in their mailed bills at next billing cycle.
- Request made of Palmetto Electric to send above information out in its bills – have received no response.
- Town Website updated to reflect changes.
- Pamphlet regarding burning was developed and some in-house copies made to give to stations until bulk printing job received.
- Have drafted ads for both the Island Packet and the La Isla – waiting for proofs to go forward with printing.
- Being sent to over 1,400 Gov Delivery (town e-subscription service) participants and, for example, 1,200 tweets were sent December 16<sup>th</sup>.

**In addition** to addressing the impact of Ordinance No. 2013-12, town staff (Sustainable Practices Coordinator) has developed an education program and ideas that seek to educate residents on measures to handle yard landscape debris, and they are:

1. Educate Island residents about how to use their trees' shed leaves as mulch in their landscape and vegetable gardens. Since these leaves add nutrients to the soil, residents can save money, time and storm water pollution by using leaves instead of chemical fertilizers. Platforms for this education can include:
  - One page inserts with information in utility bills on how and why to mulch/compost.
  - Electronic information on Town's website, POA websites, and "Our Town" Newsletter.
  - Articles in POA newsletters, church newsletters, Island Packet, La Isla.
  - Presentations at annual POA resident meetings.
  - Presentations for residents in their communities – these presentations can utilize town staff, as well as work with Clemson Extension and Master Gardeners.
2. Hold a twice a year "Yard Debris Roundup", (like annual Beach Sweep) in cooperation with community groups such as the Boy/Girl Scouts, the Boys and Girls Club, Rotary, Schools etc. Businesses that are interested in "giving back to the community" could also be involved. Considerable planning would be required for this effort and one entity would need to take the lead. Issues such as eligibility would need to be established.
3. Work with the Fire and Rescue Department to have information on mulching/composting added to many of their public outreach materials and events.
4. The Town's designation as an MS-4 (Municipal Separate Storm Sewer System) community, which becomes effective January 2014, requires that we educate our residents and visitors about storm water and the ways they can help the Town solve our storm water problems. One of these problems deals with illegal dumping of leaves in drainage ditches and storm drains. So, education on using leaves as a resource for soil health rather than garbage to be disposed of can become part of our storm water education campaign as well.

## **OPTION 1:**

The town would provide a yard debris drop-off site(s) on its property for all residents for one week in the fall and one week in the spring. The town would either purchase a chipper(s) or contract with a commercial landscape company or tree service to perform the service.

### **PROS:**

- Provides residents who do not have yard debris programs (versus many PUD's that do) the opportunity to dispose of yard debris at no cost.
- Sites would be located on town property within affected Wards where most burning occurs.
- Represents less demand on town staff time compared to e.g. income-based eligibility program (see Option 2) where staff picks up curbside yard debris.

### **CONS:**

- Doesn't provide residents with curbside pick-up.
- Creates service for all residents, far exceeding the real or perceived impact on a few residents now unable to burn or remove debris.
- Cost to purchase a 7" chipper is approximately \$15,000.00. If 2 sites are required, cost for (2) 7" chippers is: approximately \$30,000.00.
- If staff performs chipping service, would require 2 or more Facilities Management staff to manage operation, thereby taking away staff away from normal duties (particularly meaningful in the spring) possibly triggering overtime need from others. If staff rents a chipper: cost is between \$110-\$400 per day. The chipped debris may be removed by either commercial truck e.g. 20 yard capacity at a cost of approximately \$400 per load or by a removal company using 40 yard dumpsters at a cost of approximately \$310 per load.
- If a contractor is used assuming a 2 man crew, cost (chipper and debris removal) could be about \$250/hour. So, for an 8 hour per day service x 7 days for a week costs \$14,000.00 x twice per year equals \$28,000.00.
- Town competes with private sector.

## **OPTION 2:**

The town would create a curbside yard debris pick-up program for income eligible residents for one week in the fall and one week in the spring (council would determine whether 1 or 2 weeks each season is sufficient). A description of the program, income eligibility, and process is found on the next page “Yard Debris Removal Assistance Form”.

### **PROS:**

- Represents an alternative to an Island-wide yard debris program since the program is limited to income eligible persons.
- Would seemingly reflect council’s intent to limit the solution to the perceived problem caused by adoption of Ordinance No. 2013-12 i.e. income eligible persons who may not be able to transport yard debris, now have yard debris picked-up at their home.

### **CONS:**

- Requires the establishment of an income eligibility program by town staff. Staff would need to promote the program; establish internal income eligibility review and approval/qualification process; create databases; depending upon the number of program participants, if town staff (Facilities Management) undertakes pick-ups, it could handle up to only 50 pick-ups per week and this would require: (a) 2 man crew with full size truck and standard debris trailer (6 cubic yards); and (b) 2 – 30 yard dumpsters located at Facilities Management. If we experience e.g. 10 – 30 yard dumpster dumps per week @ \$200 per load that would cost \$2,000 per week. The absence of 2 Facilities Technicians not performing their normal duties for 2 weeks is meaningful.
- In the event more than 50 persons qualified for the program (and that exceeds the ability of Facilities Management to handle), our preliminary estimates of contracting for private companies (assumes a 6 cubic yard trailer) to handle pick-ups are:  
Based on 50 residents - \$60 per resident  
Based on 100 residents - \$55 “  
Based on 150 residents - \$50 “

Therefore, whether Facilities Management is handling pick-ups or the town contracts for the service, there is a cost factor to consider.

- An island-wide income eligibility program may result in a large-scale operation that exceeds council's intent.
- Some Ward members expressed hesitation in requiring persons to provide income information to the town.
- The program limits e.g. pick-ups to one each week, and restricts limb length and size.
- Town competes with the private sector.
- Curbside pick-up (hauling a trailer) for many properties e.g. if on U.S. 278, is dangerous.
- Significant staff time would be consumed by the program.



Town of Hilton Head Island  
 Facilities Management  
 12A Gateway Circle  
 Hilton Head Island, SC 29926  
 Phone: 843-342-4580 Fax: 843-682-2043  
[www.hiltonheadislandsc.gov](http://www.hiltonheadislandsc.gov)

FOR OFFICIAL USE ONLY	
Date Received: _____	
Approved	Denied
<input type="checkbox"/>	<input type="checkbox"/>

**YARD DEBRIS REMOVAL ASSISTANCE FORM**

The Town of Hilton Head Island adopted an ordinance on November 5, 2013 that prohibits open burning due to possible fire and health hazards. The Town has created a program to provide yard debris removal for qualified households based on annual income criteria developed by the Town.

Name of Residential Customer: \_\_\_\_\_  
 Physical Address: \_\_\_\_\_  
 City: \_\_\_\_\_ State: \_\_\_\_\_ Zip: \_\_\_\_\_  
 Mailing Address (if different from above): \_\_\_\_\_  
 City: \_\_\_\_\_ State: \_\_\_\_\_ Zip: \_\_\_\_\_  
 Phone Number(s): \_\_\_\_\_

**PROGRAM:** Qualifying households will receive one free pick-up of yard debris during each time period of one specified week in April and one specified week in November each year. Leaves, pine straw, grass clippings and pine cones must be placed in bags. Bags are limited to a maximum weight of 30 pounds each. Limbs are limited to 6 inches in diameter and 6 feet in length. All yard debris must be placed adjacent to the street in front of the approved address for pick-up during the weeks above. Violations from the above criteria may result in disqualification from the program.

**CRITERIA:** To qualify, the total annual gross household income may not exceed:

1 person	2 persons	3 persons	4 persons	5 persons	6 persons	7 persons	8 persons
\$24,450	\$27,950	\$31,450	\$34,900	\$37,700	\$40,500	\$43,300	\$46,100

Income eligibility for this program shall be re-verified upon request by the Town and at a minimum of every 2 years.

**PROCESS:** Residents must submit this completed application to the Town, along with all required documents deemed necessary to provide proof of income. Approved addresses will be added to a list for notification of pick-up dates each year.

**ANNUAL INCOME:** \$ \_\_\_\_\_

*(Includes all wages, salaries, disability income, social security, pensions, dividends, interest income, alimony, child support, etc. for the entire household) Proper documentation must be provided. If you filed taxes the previous year, please provide a copy of you 1040, 1040A, or 1040EZ form which shows your annual gross income. If you did not file a tax return, please provide documentation of all income from the above, including year-end statements, W-2s, etc.)*

I hereby affirm the above information to be true and correct to the best of my knowledge.

Signature: \_\_\_\_\_ Date: \_\_\_\_\_

### **OPTION 3:**

Ward representatives suggested that the town provide yard debris dumpsters in several Ward locations and that Beaufort County allow more (year round) drop-offs than the 2 a day Convenience Center drop off limit. Previous to this suggestion, town staff asked the county to consider allowing more drop-offs during the spring and fall (thereby increasing the number of dumpster hauls).

### **PROS:**

- Allows residents the opportunity to take their yard debris to a dumpster throughout the year.
- Allows for more yard debris drop-offs at the Convenience Center.

### **CONS:**

- Placing dumpsters in various locations without monitoring is problematic. Loads will be mixed with non-yard debris items. Commercial dumping will occur. Hazardous waste dumping will occur. Yard debris may be dumped on ground not in dumpster.
- Town providing service in competition with private sector and the Convenience Center (if a resident can drop-off at a dumpster in a Ward can they not do same at Convenience Center?).
- Doesn't address perception of need for curb side pick-up.
- Town assumes cost of providing dumpsters and hauling away.
- If dumpsters are placed in neighborhoods, unwanted noise and views will be created.
- The County's position (paraphrased) with regard to increased landscape debris Convenience Center drop-offs and dumpster pulls is:

There are currently two 40 cubic yard containers for yard waste at the Hilton Head Convenience Center. As the containers become filled, the attendants call in the containers to the county hauling contractor which by contractor has 4-5 hours to respond with an empty container to replace a full one.

A standard pickup with a 4 x 8 foot bed piled 3 feet high is 96 cubic feet; 27 cu ft. to a cubic yard; 12 pickups can fill up a container. On average there are currently 28,000 patrons at that center each month, with weekend

traffic at peak times exceeding 100 patrons an hour. If a resident arrives at a center with yard waste and all containers are full at that facility, they are directed to take the waste to the next nearest Convenience Center (in the case of Hilton Head, to Bluffton).

As designed, there is no space at Hilton Head Convenience Center for additional containers. The County could take away the container for white goods and scrap metal and replace with a yard waste container. Residents would then have to travel to Simmonsville Rd. in Bluffton with their white goods and scrap metal for drop-off. Placing a container elsewhere at the Convenience Center, in the county's opinion, is not workable and would create hazards, along with multiple other issues.

The County provides a solution of the 2 loads per day limitation to all County residents. If a resident has more material than 2 loads, residents may transport their material directly to the landfill or pay a commercial hauler to transport it there. The County could not make an exception solely for Town of Hilton Head Island residents. The purpose of the Convenience Center is for single family residents to dispose of waste in small household quantities which, by definition, the county has limited to two loads a day.

#### **OPTION 4:**

Allow for the existing public education effort regarding adopted Ordinance 2012-13 to work, and for the public education effort regarding mulching/composting (both previously mentioned), for one year, then assess the success or failure of the effort. Additionally, seek a community-based organization (organization) to take the lead in establishing a semi- annual “Yard Debris Roundup” program for persons identified by ward representatives as needing assistance. The organization would provide curbside pick-up and deliver (county unable to handle more than 2 drop-offs and regulates load size as well) to a landfill.

#### **PROS:**

- Creates a community-based solution to a perceived problem.
- Creates a sense of community by having several organizations work together for a common cause. Meets with town council’s Destination 2029 Guiding Principle of “Working together and volunteering for the greater good of the Hilton Head Island Community”.

#### **CONS:**

- Cost of trailers/truck/landfill could be high.
- Vehicle/trailer may have to be licensed.
- Issues of qualifications of those needing assistance must be made.
- Could be a time-consuming effort given number of participants.