



**The Town of Hilton Head Island
Planning Commission
Comprehensive Plan Committee
April 22, 2015 Meeting
1:30 p.m. Conference Room #3**

AGENDA

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. Acceptance of Meeting Notes from March 18, 2015 Meeting**
- 4. Discussion on updates to the following Elements:**
 - Natural Resources
 - Recreation
 - Priority Investment
 - Housing
- 5. Discussion on Review of the Comprehensive Plan**
- 6. Adjournment**

Please note that a quorum of Town Council may result if four or more of their members attend this meeting. A quorum of Planning Commissioners may result if five or more of their members attend this meeting.

Comprehensive Plan Committee of the Planning Commission

Meeting Notes

March 18, 2015

1:30 PM

Conference Room Three, Town Hall

Comprehensive Plan Committee Members present: Judd Carstens (Chairman), Jim Gant
Community Development Staff present: Jayme Lopko, Shawn Colin

- Chairman Carstens called the meeting to order at 1:34 PM.
- The meeting notes for the February 18, 2015 meeting were accepted.
- Chairman Carstens and Mr. Gant decided to hold discussion on the Natural Resources Element until the next Comprehensive Plan Committee (CPC) meeting when Mr. Kristian is present since he is the reviewing committee member for this element.
- Chairman Carstens introduced the Recreation Element and the updates that are being proposed. Heather Rath, Chair of the Parks and Recreation Commission, offered comments on updates to the element. Frank Soule, Executive Director of the Island Recreation Association, also offered comments with regard to Section 10.8 Recreation Programs. Jayme Lopko will take comments from today's meeting, make changes and discuss them with Chairman Carstens as the reviewing committee member for this element and bring it back to the next CPC meeting.
- Jayme Lopko briefly went over the proposed changes to the Priority Investment Element. This element will be discussed in full at the next CPC when Mr. Kristian is present since he is the reviewing committee member for this element.
- Chairman Carstens adjourned the meeting at 2:36 PM.

Submitted by: Jayme Lopko

Chairman: _____

Meeting date: March 18, 2015

3 Natural Resources

To protect Hilton Head Island's diverse natural resources, which are pivotal to the economic wellbeing of the community and the high quality of life on the Island.

Introduction

The most powerful natural force on earth - the ocean - formed Hilton Head Island and affects it every day. Proximity to water and the maritime environment are foremost reasons why visitors and permanent residents have been attracted to the Island. However, this proximity limits drainage, use of soils, natural vegetation, animal habitat, and development possibilities. These limits are potential conflicts with the development of the Island. A clearer understanding of natural resources will highlight the need to minimize environmental impacts from development and show where opportunities lie for safeguarding the habitat for all living things, including humans.

This element of the comprehensive plan builds on the challenges and objectives that are essential for the future preservation of natural resources in the Town of Hilton Head Island. This ~~plan~~ element is intended to provide the mechanism for guiding resource conservation and development in a way that is consistent with the capabilities of the natural resources, the physical limitations of the land, and the state and regional legal land use planning requirements. Critical to this preservation is the interconnectivity between quality of life and environmental health, one without the other is virtually impossible. This policy document provides background information pertaining to the Town's past accomplishments in preserving natural resources and goes one step further to outline the critical data that will help formulate new key issues and identify the strategies by which to accomplish them. The natural resource issues on Hilton Head Island were identified as fitting into one of the following categories: water quality and quantity, air quality, positive impacts of environmental protection on quality of life, environmental education, and sustainable development.

3.1 Water Quality & Quantity

Current Policies:

- The Town has implemented drainage improvements that control stormwater to protect human safety and property. The current Town regulation requires that the first one inch of runoff be retained on site to capture the majority of stormwater-borne pollutants. Controlling the volume (quantity) of polluted stormwater that reaches tidal areas is integral to maintaining a healthy ocean/tidal ecosystem.
- The current requirement of tidal and freshwater wetland buffers helps to maintain and improve stormwater runoff retention on site. The required buffers increase runoff filtration and during the process have the ability to improve groundwater recharge rates. While existing regulations assist in improving and protecting water quality, additional site design standards could ensure that stormwater quantities entering island water bodies are reduced altogether.
- The Town of Hilton Head Island implemented a voluntary water conservation program, along with reuse of advance-treated domestic effluent, or "reclaimed water," for irrigation on golf courses and open spaces in order to decrease overall demand on aquifer resources.
- Freshwater wetlands on Hilton Head Island are protected through the Town's Land Management Ordinance. Alteration of any of these wetlands (with the exception of those located on single family lots) is prohibited without approval from the Town. Mitigation or replacement is required when any wetland alteration is allowed. This regulation is intended to ensure that the vital functions and values of freshwater wetlands are not lost on Hilton Head Island.
- The Town adopted the Broad Creek Management Plan in 2002. This study incorporated a multi-disciplinary inventory and analysis of the Broad Creek ecosystem. The plan included recommendations for improvement of land use policies (such as a decrease in impervious surfaces allowed), recreational opportunities, water quality, and wildlife habitat.

Data:

- Water conservation initiatives are increasingly important as the PSDs (Public Service Districts) are continually challenged in meeting the Island's water demands. Current studies show that the saltwater is intruding from Port Royal Sound at a rate more than 200 feet per year. Many of the wells on the north end of the island have been abandoned due to excessively elevated chloride concentrations, several more of the Upper Floridian wells may also be made unusable in the near future.
- It is important to remember that much of the responsibility for water resource management, in terms of conservation as well as pollution prevention, lies with the individual property owner. It is much easier to reduce usage and prevent pollutants from entering the system than to find new potable sources or clean water once it is already contaminated.
- Runoff from developed areas flows into poorly flushed streams and inlets. Without sufficient stormwater retention or wetland interception, sediment and debris, nutrients, disease organisms, hydrocarbons, pesticides, and metals may contaminate natural water bodies. This contamination may harm shellfish beds and pose potential health hazards for humans. Use of conventional stormwater control methods needs to be updated. The use of traditional stormwater ponds in new developments has proven to result in incomplete treatment of runoff, treating E.coli bacteria and removing sediment, but not treating common pollutants such as metals, nitrogen and pesticides as effectively as other stormwater management practices.
- In 2009, ~~F~~the impervious surfaces contained within each of the 34 watersheds on the Island were calculated. Please note that the percentages for impervious surfaces represent the best available data at this time; it is a conservative estimate and in most cases the actual percentages of cover are higher. It incorporates calculations for building footprints, parking lots, tennis courts, roadways and lagoons. Cart and bike paths as well as driveways for single-family are not included in the calculations.
- Local studies have also discussed the relationship between increased buffer width and its ability to effectively remove pollutants prior to reaching adjacent water bodies. Buffers of both medium (24-ft) and large (39-ft) width possessed the highest removal efficiencies for nutrients and proved to be the most effective for filtration of pollutants.²
- Town staff completed a comprehensive report which contains a summary and analysis of the water quality monitoring data that has been collected since 1999. This report identified critical areas of concern; while fecal ~~eoli-form~~coliform inputs to Broad Creek have decreased over the years it continues to be a concern at monitoring stations on other tidal creeks, especially during the summer months. Nutrients and turbidity also continue to be a concern during the summer months at the majority of monitoring stations.
- Local studies³ have shown the effects of watershed urbanization on tidal creek health. The studies showed that creeks with higher levels of impervious cover had measurable physical, chemical and biological impairments compared with undeveloped areas. High impervious surfaces correlated with high sediment contamination, coarser sediments and high fecal ~~eoli-form~~coliform levels.
- Based on national research that has been conducted, 10-15% is the threshold of impervious surface which can be sustained within a watershed. Once the impervious surface exceeds 15%, pollution sensitive insects, which serve as a primary food source for fish and shellfish populations, experience rapid decline.² The Island's area above the high tide line is equal to 34.5 square miles, approximately

2 Vandiver, Lisa and A. Fredrick Holland. September, 2007. Vegetated Buffer Efficiency in Coastal Regions of Southeastern United States. Hollings Marine Laboratory, National Oceanic and Atmospheric Association. Contribution of the Hollings Marine Laboratory. Contact: lisa.vandiver@noaa.gov

3 The Trust for Public Land. 1999. Building Green Infrastructure: Land Conservation as a Watershed Protection Strategy. Prepared for the US Environmental Protection Agency.

5 square miles of which is covered with impervious surfaces. The Island is broken down into 34 watersheds, of those watersheds 31 are over 10% and 23 are over 15% impervious surface.

- The U.S. Environmental Protection Agency’s (EPA) 1998 Clean Water Action Plan estimated that about half the nation’s 2,000-plus major watersheds experience degraded water quality—polluted runoff a primary cause. To address this problem, EPA has urged a watershed management approach, and proposed that 20% of its Clean Water State Revolving Fund (CWSRF) be set aside to provide communities with more flexibility to protect water.³

Table 3.1: Ecosystem Health and the Relationship to Impervious Surface

Location	Stream Condition Marker	% Impervious Area where marked change occurred	Reference
Delaware	Decline in species diversity	8-15%	Paul and Meyer, 2001
Georgia	Decline in species diversity	15%	Roy et al., 2003
North Carolina	Water quality (fecal coliform)	>10%	Mallin et al., 2000
South Carolina	Physical, chemical, and biological indicators	10-20%	Holland et al., 2004
Washington	Loss of aquatic system function	10%	Booth and Jackson, 1997
Wisconsin	Decline in species diversity	8-12%	Stepenuck et al., 2002 Wang et al., 2000

- Preservation of wetlands is an essential component of water quality. Intact wetland systems provide highly efficient stormwater filtration. Wetlands control and hold stormwater and, in cooperation with a diverse range of plants, help to intercept and capture primary pollutant loads, prior to discharge into creeks and streams. Other essential functions of wetlands include providing high quality habitat for fish, birds and other wildlife, allowing for groundwater recharge as well as mitigating the effects of peak flooding.⁴
- Poorly maintained irrigation systems can waste water and money. Persistent leaks and broken heads on old or malfunctioning systems can waste more than 12 gallons a minute.⁵
- Debris in waterways has been an issue of concern from both an ecological standpoint as well as an aesthetic one. Plastic bags are one of the primary problems in waterways. They clog storm drains, choke canals and creeks, and lower property values, and degrade recreational areas. In 2007, residents in the San Francisco Bay Area collected over 25,000 bags from San Francisco Bay – this amount represents only a small fraction of the total plastic trash flowing into the Bay and ocean. It is estimated by the California Integrated Waste Management Board that Bay residents use approximately 3.8 billion plastic bags per year and discard over one hundred plastic bags per second.

4 Fretwell, Judy D., Daniel Smith, Richard P. Novitzki. October, 1997. National Water Summary on Wetland Resources: United States Geological Survey Water Supply Paper 2425

5 University of Florida Fact Sheet: Conserving Water, Solutions for Your Florida-Friendly Landscape <http://gardeningsolutions.ifas.ufl.edu/water/articles/systems/maintenance.shtml>

It is estimated that about one million of these bags wind up in the Bay each year where they pollute the water, smother wetlands and entangle and kill animals.

- South Carolina Sea Grant organizes Beach and River Sweep debris clean-up days every year. Between 2006 and 2008, encompassing the areas of Bluffton and Hilton Head Island, over 7,000lbs of debris was collected from our beaches and creeks. In addition, the Town also pays for beach litter patrol and cleanup along roadways.

Implications for the Comprehensive Plan

- The data collected on the local, regional and national scale suggests that the current development strategies can have a negative impact on water quality. The Town needs to continue to make water quality and quantity a high priority by encouraging water conservation, reducing impervious surfaces, encouraging environmentally sound drainage and flood control practices, as well as sustainably manage stormwater for small and large scale development.

3.2 Air Quality

Data:

- As a vacation destination for many, Hilton Head Island receives over 2 million people throughout the year. Due to the primary reliance on personal vehicles for transportation around the island it is important to note the long term impacts traffic congestion on and around Hilton Head Island can have on air quality.
- Ozone levels increase with heat. On hot summer days peak ozone concentration increases by 2 to 4% for each degree Celsius increase in air temperature. Urban heat islands are created in paved areas that have reduced tree canopy shading. By maintaining existing tree cover and continuing to require replacement trees for those removed, overall air temperatures and ground level ozone can be reduced. Trees also trap and filter particulate pollutants which can aggravate human health ailments such as asthma.⁶
- Changes in climate can affect air quality. Warming of the atmosphere increases the formation of ground-level ozone. The National Academy of Sciences recommends that air pollution and climate change policies be developed through an integrated approach. A number of strategies are discussed for climate change, such as: energy efficiency, renewable energy, and reducing the number of vehicles on the highway will provide reductions in emissions that contribute to multiple air quality concerns such as ozone and particle pollution, toxic air pollutants, atmospheric deposition, and visibility.⁷
- The trends in domestic greenhouse gas emissions over time in the U.S. show that the dominant gas emitted is carbon dioxide (mostly from fossil fuel combustion). The data shows that total U.S. greenhouse gas emissions increased 15% between 1990 and 2006.⁷
- Several regional cross-sectional studies in the United States and Europe have shown consistently higher rates of bronchitis and bronchitis symptoms among children with higher exposure to total

6 Sailor, David, Ph.D. May 10, 2007. The Urban Heat Island – Causes, Impacts and Mitigation Strategies. Mechanical and Materials Engineering, Portland State University.

7 National Academy of Sciences. Understanding and Responding to Climate Change: Highlights of National Academies Reports, 2008 Edition. http://dels.nas.edu/dels/rpt_briefs/climate_change_2008_final.pdf

suspended particulates than in children living in less polluted areas. Recently published reviews on the health effects of air pollution reported chronic adverse health effects even at relatively low levels of ambient particulates in urban areas.⁸

- Motor vehicles contribute up to 70% of ozone-forming emissions in urban areas. Exhaust from automobiles also contributes to haze, particulates and other air and water pollution problems.⁹
- Using data collected on the ground and from satellite imaging of 240 sites over 35 million acres, scientists found that the more untouched a forest, the greater its carbon storage capacity in the total biomass of the trees and soil. It found that the oldest areas of forest can store more than 809 tons of carbon per acre.⁶
- Vehicles emit about one-third of all volatile organic compounds and half of the nitrogen oxides and air toxics that contribute to poor air quality. These contaminants contribute ozone forming pollutants, aggravating asthma and other respiratory ailments.⁹
- In 2002 the United States Environmental Protection Agency estimated our national truck fleet at 500,000. A comprehensive study found that the truck fleet emits approximately 10.9 million tons of carbon dioxide and 190,476 tons of nitrous oxide as well as consuming 960 million gallons of diesel fuel while idling.¹⁰
- As of March 2008, 35 cities, counties and/or states have adopted anti-idling ordinances, which greatly restrict the time vehicles can remain stationary with the engine on. Locations with ordinances enacted include the City of Atlanta, City and County of Denver, City of New York, ~~as well as~~ the states of California, Massachusetts, Rhode Island, and New Hampshire, as well as many others.¹¹
- The ~~2008-2013~~ daily average for traffic coming over the bridges onto the island was approximately ~~47,900~~ 52,100 vehicles. The numbers have increased from ~~ten-fifteen~~ years ago when the daily average was 42,300. The increasing volume of daily traffic brings with it unintended but significant impacts to air quality, water quality and wildlife.

Implications for the Comprehensive Plan

- Toxic and cancer-causing chemicals can be inhaled directly or carried by small particles into the lungs. Millions of pounds of these chemicals are emitted into the air over our nation every year by motor vehicles and by both large and small industry. The Town needs to consider the human health and environmental implications of declining air quality and act to prevent further degradation through alternative and innovative transportation strategies, providing incentives for energy efficiency, researching the feasibility of enacting an anti-idling ordinance and maintaining effective tree protection and replanting regulations.

3.3 Positive Impacts of Environmental Preservation on Quality of Life

8 Frye, Christian, Bernd Hoelscher, Josef Cyrys, Matthias Wjst, H.-Erich Wichmann, and Joachim Heinrich. March 2003. Association of Lung Function with Declining Ambient Air Pollution. Environmental Health Perspectives, Vol. 111, No 3.

9 US EPA, Office of Air and Radiation, Office of Air Quality Planning and Standards. National Air Quality Status and Trends (through 2007).

10 US EPA, Office of Air and Radiation: Study of Exhaust Emissions from Idling Heavy-Duty Diesel Trucks and Commercially Available Idle-Reducing Devices. EPA420-R-02-025, October 2002.

11 American Transportation Research Institute, Compendium of Idling Regulations, March 2008.

Current Policies:

- Town staff has in the past and continues to work with multiple non-profit, municipal, county and state agencies on accomplishing regional goals to maintain and improve quality of life throughout the Lowcountry. Some of the recent projects include the Together for Beaufort Water Quality Task Force and the Natural Assets Element of the Southern Beaufort County Regional Plan.
- The acquisition of property and subsequent creation of parks by the Town of Hilton Head Island has opened vistas as well as increased open space opportunities for the public. Additional opportunities may develop as new land acquisition is completed.
- To prevent the eventual disappearance of the dry sand beach, the Town renourishes the beach periodically. The most recent beach renourishment was completed in 2014~~07~~. The Town also conducts semi-annual surveys of beach conditions.
- The Town adopted a Beach Management Plan in 1991 which inventoried and evaluated existing conditions along the beach, and identified needed improvements to facilities and regulations. An update to this plan was completed in 2008, which serves as an appendix to this document. [Another update to the plan is currently underway in 2015.](#)
- The Town has been proactive in the creation of additional dune systems on the beach front. The sand fencing installation and native plantings completed after the 1997 renourishment have been very successful in creating new dune systems. Additional planting and fencing was installed on the beach during the spring of 2008 as part of the 2007 beach renourishment. [Limited sand fencing was placed in selected areas in 2013 and 2014 to slow erosion and to create additional dune systems.](#)
- In order to help prevent development from encroaching on the natural dune systems along the beachfront, a Critical Storm Protection and Dune Accretion Area and Transition Area was established for South Forest Beach and adopted by Town Council in 2006. In 2008, the process was initiated to extend the shoreline protection area for the entire beach, from Lands End in Sea Pines Plantation to Fish Haul Creek. In September 2009 the extension was adopted by Town Council.

Data:

- Major findings of the Hilton Head Island Community Survey reported that 98% of residents promote protecting the natural environment during the redevelopment process and 93% support maintaining the Island's unique character, which is directly related to the preservation of intact natural resources such as beaches, creeks, wetlands and forests.
- Bulkheads adjacent to the salt marsh protect private property, but restrict the growth of productive cordgrass that provide wildlife and water quality benefits. The construction of new bulkheads has been a growing trend on Hilton Head Island. The required backfilling behind newly constructed walls often results in the loss of fringe wetland. The change from a soft shoreline to a hardened structure permanently alters the nearshore habitat for wildlife as well as the long term dynamics of the barrier island environment.
- The use of non-native plants on homesites and in resort areas has resulted in the higher use of fertilizer, irrigation, and pesticides. Exotic plants attract non-native animal species including insect pests. Native plants are lower maintenance, very often more drought and salt tolerant.
- Snags (dead trees), fallen logs, high grass, and shrub rows are prime wildlife habitat. These are routinely eliminated in the normal course of land clearing and landscaping for a more manicured look. It is critical to maintain a diversity of habitats throughout the island to in turn sustain species diversity.

- The preservation of healthy water resources maintains and improves the quality of life for island residents and visitors. Wetlands, beaches and creeks, free of garbage, chemicals, sediments and unsanitary stormwater runoff, are essential for maintaining a good quality of life. This includes reducing prevalence of environmentally related diseases, as well as maintaining a high standard for all recreational activities.¹²
- Research done by the University of Washington indicates that consumers will travel greater distances to visit shopping areas having high quality tree canopy, will stay longer and will spend 9-12% more for goods.¹³
- National research shows that preservation of healthy and properly maintained tree stands is not only good for the local economy but also an important factor in maintaining quality of life.¹⁴ Some of the highlights include:
 - 83% of realtors believe that mature trees have a "strong or moderate impact" on the salability of homes listed for under \$150,000; on homes over \$250,000, this perception increases to 98% (Arbor National Mortgage & American Forests).
 - Landscaping, especially with trees, can increase property values as much as 20% (Management Information Services/ICMA).
 - Healthy, mature trees add an average of 10% to a property's value (USDA Forest Service).
 - In laboratory research, visual exposure to settings with trees has produced significant recovery from stress within five minutes, as indicated by changes in blood pressure and muscle tension (Dr. Roger S. Ulrich, Texas A&M University).
- Trees help moderate the "urban heat island" effect. They also greatly increase human comfort indoors or outdoors. On hot days, trees pump hundreds of gallons of water through their foliage. This water evaporates, keeping the tree and its immediate surroundings cool. While groves of trees reduce local air temperatures, individual trees increase human comfort primarily by controlling solar radiation (radiation is the movement of heat from a warmer body, the Sun, to a cooler body, the Earth). Trees and other vegetation shield people from direct sunlight. Trees also shade soil, pavement, buildings, and other surfaces that would absorb solar energy and then radiate that heat back to the surroundings. Without the protection of trees, city dwellers are literally surrounded by radiant heat.^{14, 15}

Implications for the Comprehensive Plan

- The preservation of natural resources includes thoughtful planning techniques and sustainable land-use practices. The Town needs to maintain healthy beaches and creeks, invest in well-planned green space, and protect mature tree canopies in order to enhance and support mental and physical health, economic vitality and a high quality of life.

3.4 Environmental Education

Data:

- Ecotourism is a growing industry on the Island, and it provides an excellent source of public access, education, and recreation. Ecotours are often water based, with patrons using kayaks under the

12 Ulrich, R.S. 1984. View through a window may influence recovery from surgery. *Science* 224: 420-421.

13 [Wolf, K.L. 2005. Business district streetscapes, trees and consumer response. *Journal of Forestry* 103, 8: 396-400.](#)

14 USDA Forest Service. 1993. A Technical Guide to Urban Community Forestry: Urban and Community Forestry: Improving Our Quality of Life. www.treesearch.fs.fed.us/pubs/10970

15 National Arbor Day Foundation: www.arborday.org/trees/benefits.cfm

guidance of experienced personnel. Such programs are enjoyed by residents and visitors alike, and can lead to a greater understanding of and appreciation for the environment. While not currently a problem, duplication of tours by a number of companies could lead to overuse of an area which can degrade the very resources which the tours are seeking to interpret.

- Environmental education is defined as the process of recognizing values and clarifying concepts in order to develop skills and attitudes necessary to understand and appreciate the interrelatedness of humans, their culture and their biophysical surroundings. One of the major roles of environmental education is to educate people to think more on the interaction between human society and the environment, and its long-term consequences.¹⁶
- A prerequisite for the long-term sustainability of parks and protected areas is public involvement and support for the conservation of natural resources. In order to better educate the public, local environmental education opportunities must be available.¹⁷
- Environmental education enables residents to make the necessary decisions to ensure adequate resources for both ours and future generations. In turn, environmental education is vital to the concept of sustainable development. The National Environmental and Training Foundation estimates that environmental education about topics such as energy, water and waste management, employee health, cleaner working conditions, and recycling would save small and medium sized businesses alone at least \$25 billion per year.^{18, 19}
- The enhancement and maintenance of high quality wildlife habitat is an immediate and direct effect of strong environmental education. Helping visitors and residents understand the impact they have upon the surrounding natural resources encourages the creation of better environmental stewards.
- The National Science Foundation's Advisory Committee for Environmental Research and Education stated in a 2003 report that "in the coming decades, the public will more frequently be called upon to understand complex environmental issues, assess risk, evaluate proposed environmental plans and understand how individual decisions affect the environment at local and global scales. Creating a scientifically informed citizenry requires a concerted, systematic approach to environmental education".²⁰

Implications for the Comprehensive Plan

- Our community and our nation's future rely on a well-educated public to be wise stewards of the very environment that sustains us. It is environmental education which can best help us as individuals make the complex, conceptual connections between economic prosperity, benefits to society, environmental health, and our own wellbeing. Ultimately, the collective wisdom of our citizens, gained through education, will be the most compelling and most successful strategy for environmental management. Therefore, the Town should take a leadership position to provide enhanced environmental learning opportunities for community development.

16 Dooms, L. 1995. Environmental Education (Belgium: Vrije Universiteit Brussels Press)

17 Sauv , Lucie. 1996 Environmental Education and Sustainable Development: A Further Appraisal. Canadian Journal of Environmental Education (CJEE), Vol 1, No 1.

18 Fujii, Tomoki. September 2, 2003. Measurement of the benefits of environmental education. Department of Agricultural and Resource Economics, University of California at Berkeley

19 National Environmental Education Advisory Council, Report to Congress, September 2000

20 Complex Environmental Systems: Synthesis for Earth, Life, and Society in the 21st Century, NSF Advisory Committee for Environmental Research and Education (2003) Page 41

3.5 Sustainable Development

Data:

- Sustainability: Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs.²¹
- Large scale roads with wide rights-of-way and high speed traffic are barriers to wildlife movement and create habitat fragmentation, affecting large predators most. Small to moderate scale development fragments drainage and vegetation corridors used for food, shelter, and pathways for wildlife. More sustainable development patterns for the island should be considered during the redevelopment process.
- Findings of the Hilton Head Island Community Survey reported that 84% of residents surveyed supported the notion that environmentally responsible architecture and sustainable development should be a focus of redevelopment.
- The economic stability of Hilton Head Island is greatly dependent upon tourism revenues. The presence of abundant wildlife is a major component of the aesthetic appeal of the island. Maintaining intact wildlife habitat in the form of wetlands, creeks, wildlife corridors, vegetated buffers, mature dune systems and dense forests is critical to the long term sustainability of the island's wildlife population and in turn the economy.
- Commercial insurance payouts in the wake of Katrina were estimated at about \$20 billion. Only recently have some insurance companies begun to address the financial repercussions of global warming. For example, one company is introducing commercial insurance policies encouraging the development of "green" buildings that save energy and reduce greenhouse-gas emissions.
- Arlington County, VA reported energy savings of \$100,000 at its government buildings and a 2% drop in energy intensity in the same county buildings from 2007 to 2008. The 89,973 square-foot Court Square West building cut the amount of energy consumed at the site from 2007 to 2008, with a comprehensive lighting retrofit last year reducing electricity use about 10% at the building. The 30,000 square-foot new Leadership in Energy and Environmental Design-certified Parks Operations building cut energy use about 20% last year compared to 2007.
- Across America, examples are emerging where communities are utilizing tools like land conservation, greenway buffers, the creation of park and recreational areas, natural and constructed wetlands, urban and community forestry, waterfront brownfields revitalization, low impact development, watershed-based management, Geographic Information Systems (GIS) mapping, and other tools to reduce non-point source pollution, control stormwater, and improve water quality. These tools for clean water approaches are often more cost-effective than traditional structural solutions like building new wastewater plants or stormwater collection facilities. Moreover, these tools not only enable localities to achieve clean water goals, but they also help maintain other community objectives, such as preservation of open space and parks, cleanup of environmental contamination and community eyesores, creation of sustainable economic development, saving tax dollars through efficient use of infrastructure, and the improvement of overall quality of life.
- The SC Code of Laws (48-39-250(6)) states that "...it is in both the public and private interests to afford the beach/dune system space to accrete and erode in its natural cycle by discouraging new

21 Brundtland Commission Report, 1987

construction in close proximity to the beach/dune system and encouraging those who have erected structures too close to the system in the past to retreat from it.” This would suggest that the Town should consider removing the grandfather clause from the Critical Storm Protection and Dune Accretion and Transition Area Overlay District.

- Already nearly two-thirds of the global population crowd along a coastline, or live within 100 miles of one. If trends continue, 75% will reside in coastal areas by 2025. Most coastal ecosystems have been negatively affected by sprawled development and in turn the excessive pollution produced by that development. The negative impact of coastal development may be compounded by the effects of the sea temperatures rising, which can result in increased beach erosion and more intense, frequent storm activity. In order to meet these challenges, future planning for coastal areas needs to be comprehensive and watershed based. It is vital to strike a balance between the different uses of our coasts in the pursuit of long term sustainability through the utilization of low impact development strategies.^{22, 23}
- Business leaders increasingly believe that an environmentally literate workforce is critical to their long term success and profitability, with better environmental practices and improved efficiencies positively impacting the bottom line, while helping to better position and prepare their companies for the future.²⁴
- In New York City a tax measure was recently proposed that would charge six cents for each plastic bag used in stores across New York City. If passed, the tax proposal would bring in an estimated \$16 million, making New York City one of the first cities in the United States to implement such a charge on plastic bags. Seattle Washington has proposed charging twenty cents for each plastic bag used. Similar proposals have succeeded elsewhere. In 2002, a 33 cent fee imposed per plastic bag in Ireland led to a 94% decrease in plastic bag usage. In March 2007, San Francisco became the first U.S. city to ban non-biodegradable plastic bags in favor of recyclable and reusable bags. Large department stores in Britain report that charging customers for bags resulted in a 95% decrease in plastic bag use. Fees on single-use bags are proven to reduce litter and plastic bag use and motivate shoppers to switch.
- The United States Green Building Council in cooperation with the Rocky Mountain Institute worked to produce multiple projects including a government building, a regional high school and a housing development, which all maximized resource efficiency and water conservation for the same cost as conventional design. Quality of life, marketability and sustainability have all been enhanced as a result.^{25, 26}
- It has become very common for consumers to use their purchasing power to become better environmental stewards. Due to this high demand for purchasing information many websites have been created to provide background environmental information for individual companies. The Town can utilize the same resources in order to raise its level of environmental responsibility. Websites such as www.betterworldshopper.com help consumers make better decisions. The Town should consider using some of this information when making large purchases, and choosing vendors for routine services such as fuel supply.
- Low Impact Development (LID) is a comprehensive approach to land development and redevelopment that result in a reduction of stormwater runoff volume, increased infiltration of

22 Hinrichsen, Don, 1995. Coasts in Crisis. American Association for the Advancement of Science. <http://www.aaas.org/>

23 National Association of Local Government Environmental Professionals Trust for Public Land. 2003. SMART GROWTH FOR CLEAN WATER: Helping Communities Address the Water Quality Impacts of Sprawl.

24 Campaign for Environmental Literacy 2007. <http://www.fundee.org/campaigns/nclb/brief2b.htm>

25 Rocky Mountain Institute, Case Studies, 2009. <http://bet.rmi.org/our-work/case-studies>

26 United States Green Building Council, 2008. <http://www.usgbc.org/DisplayPage.aspx?CMSPageID=76>

stormwater into the sod, and treatment of stormwater pollutants before they reach surface waterbodies.

Table 3.21: Summary of Cost Savings between Conventional and LID Approaches

Project	Conventional	LID	Cost Difference	Percent Difference
2 nd Ave SEA St	\$868,803	\$651,548	\$217,255	25%
Auburn Hills	\$2,360,385	\$1,598,989	\$761,396	32%
Bellingham City Hall	\$27,600	\$5,600	\$22,000	80%
Bellingham Bloedel Donovan Park	\$52,800	\$12,800	\$40,000	76%
Gap Creek	\$4,620,600	\$3,942,100	\$678,500	15%
Garden Valley	\$324,400	\$260,700	\$63,700	20%
Laurel Springs	\$1,654,021	\$1,149,552	\$504,469	30%
Mill Creek	\$12,510	\$9,099	\$3,411	27%
Prairie Glen	\$1,004,848	\$599,536	\$405,312	40%
Somerset	\$2,456,843	\$1,671,461	\$785,382	32%
Tellabs Corporate Campus	\$3,162,160	\$2,700,650	\$461,510	15%

Source: United States Environmental Protection Agency

Implications for the Comprehensive Plan

- Coastal municipalities are under increasing pressure to accommodate human-induced changes to the natural environment. In order to sustain long-term wellbeing, the Town needs to employ and encourage others to utilize resource efficiency and low impact development practices on every site.

3.6 Goals and Implementation Strategies

Goals

3.1 Protect Water Quality and Quantity

- ~~The goal is m~~Management of impaired watersheds.
- ~~The goal is t~~To preserve all blueways which are interconnected waterways that provide aquatic trails for wildlife and recreation opportunities for humans (which includes salt marsh, freshwater wetlands, open canals, ditches and open water systems).
- ~~The goal is t~~To encourage water conservation.
- ~~The goal is t~~To encourage private property owners to incorporate water quality protection measures into their home and/or development.
- ~~The goal is t~~To research the possibility of instituting an irrigation inspection program to assist in water conservation and design efficiency.

3.2 Improve Air Quality

- ~~The goal is t~~To explore opportunities for alternative transportation to limit traffic congestion and pollution, including potential for effective mass transit and other innovative transportation strategies.
- ~~The goal is t~~To preserve and plant trees for reduction of the urban heat island effect and to lessen the formation of disease-causing ground-level ozone.
- ~~The goal is t~~To educate residents and visitors about the impacts of idling and traffic congestion and provide ways in which each person can help to reduce idling time as well as reduce overall personal and commercial vehicle usage. The Island imports nearly 100 percent of goods. The commercial fleet utilized to transport these goods should be encouraged to reduce idling time due to its potential impact on air quality.

3.3 Protect Quality of Life through Environmental Preservation

- A. ~~The goal is to~~To monitor the effectiveness of the Critical Storm Protection and Dune Accretion Area and Transition Area overlay district.
- B. ~~The goal is to~~To maintain human health through natural resource preservation.
- C. ~~The goal is to~~To maintain beach ecosystem for wildlife (e.g. ~~S~~sea turtle nesting, island glass lizard habitat, piping plover ~~C~~ritical ~~H~~abitat).
- D. ~~The goal is to~~To preserve open space (including improvement and enhancement of existing).
- E. ~~The goal is to~~To encourage greenways between present and future town properties.
- F. ~~The goal is to~~To encourage the preservation and/or enhancement of wildlife habitat on all town properties.
- G. ~~The goal is to~~To encourage blueways between present and future town properties.
- H. ~~The goal is to~~To enhance, create and maintain vegetated riparian wetland buffers with viewing corridors and windows.
- I. ~~The goal is to~~To incorporate wildlife design standards for all roads (new and upgrades to existing).
- J. To preserve and enhance our urban forest by continuing to preserve native species and the species mix on the Island.

3.4 Maintain Environmental Education and Outreach with the Public

- A. ~~The goal is to~~To initiate and maintain partnerships with other Island, county, state and federal agencies for environmental education purposes (e.g. Coastal Discovery Museum, ~~Friends of the Rivers-Port Royal Sound Foundation~~, Chamber of Commerce, Clemson University, OCRM, SCDNR, ~~and~~ NOAA).
- B. ~~The goal is to~~To continue to communicate with Island residents and visitors for general environmental education relating to stormwater, native plants, buffers, wildlife, ~~and~~ water quality.
- C. ~~The goal is to~~To continue to create and disseminate brochures and other informational material for visitors and citizens.
- D. ~~The goal is to~~To encourage property owners to become ‘wildlife friendly’ through environmental education.

3.5 Promote Sustainable Development

- A. ~~The goal is to~~To create incentives for low impact development (both site and structure design).
- B. ~~The goal is to~~To create a “green” standard for all capital improvement projects.
- C. ~~The goal is to~~To establish a “green” maintenance standard for Town properties.
- D. ~~The goal is to~~To create positive environmental effects on the surrounding neighborhood through ~~the~~ Town open space land acquisition program.
- E. ~~The goal is to~~To preserve wetlands (isolated freshwater are of high priority), ~~individual and stands of~~ trees, ~~specimen trees~~, rare or critical animal habitats, rare or critical plant species, and reduce impervious surfaces in impaired watersheds through land acquisition.
- F. ~~The goal is to~~To reduce and mitigate the negative impacts of sea level rise and global warming effects on Island.
- G. ~~The goal is to~~To explore the opportunity to implement a plastic bag fee for shopping establishments.

Implementation Strategies

3.1 Protect Water Quality and Quantity

- A. Explore incentives to motivate applicants to utilize watershed friendly, low-impact planning strategies during both the development and re-development review process.
- B. Maintain and/or improve watershed condition by reducing impervious surfaces through land acquisition.
- C. Explore the opportunities for trading development rights within impaired watersheds to take development pressure off environmentally sensitive headwater regions, areas of particular concern are watersheds 6, 8, 11, 19, 20, and 22 (see Impervious Surface Analysis Map for more details).

- D. Maintain and/or improve watershed pervious surface for Town projects.
- E. Require wetland buffers vegetated with native plants for all land-use types.
- F. Encourage the use of drought tolerant native plantings with high wildlife value (food and cover).
- G. Consider training qualified staff to conduct field inspections of installed irrigation systems to ensure water resource conservation and design efficiency. Inspections conducted by qualified Town staff would assist in saving money for the owner as well as water resources for the entire Island.
- H. Monitor water quality at stormwater discharge points and use the data to guide future infrastructure improvements.
- I. Use the latest technology to monitor environmental conditions and the effectiveness of current regulation.
- J. Implement the recommendations of the Broad Creek Management Plan.
- K. Avoid channelizing naturalized waterways solely for drainage purposes.
- L. Encourage ~~homeowners~~ land owners and developers to utilize alternative stormwater management techniques, through incentives provided by the Town of Hilton Head Island and the Stormwater Utility, to include LID techniques such as bioretention, treatment trains, permeable pavement, and infiltration.
- M. Highlight resources for alternative stormwater management and designs for both single family and non-single family developments on the Town's website.

3.2 Improve Air Quality

- A. Promote innovative technologies for alternative transportation. Educate visitors and residents of the impacts that idling and traffic congestion have on air quality.
- B. Encourage bicycle friendly roadways through signage.
- C. Encourage walking districts to reduce daily trips.
- D. Explore opportunities for Park-n-Ride lots on mainland for commuters.
- E. Look at opportunities for staggered work hours.
- F. Continue the conversion of the municipal vehicle fleet to more efficient technology whenever practical.
- G. Continue to encourage the conservation of mature forests.
- H. Require island and median width (min. 15 feet) in parking ~~lots~~ lot construction to accommodate large shade trees ~~(min. 15 feet)~~. Flexibility for other site features may be considered to accommodate this provision.
- I. Encourage private developments to create alternative forms of transportation to essential destinations.
- J. Encourage, through incentives, the use of resource efficiency in new and redevelopment projects.
- K. Preserve vertical layers of vegetation (canopy, understory, shrub, herbaceous) wherever possible and restore these layers in disturbed areas.
- L. Initiate an assessment of the Town's Urban Tree Cover.

3.3 Protect Quality of Life through Environmental Preservation

- A. Reduce or remove obstructions for corridors between blueways – especially between freshwater wetlands, salt marshes and beaches.
- B. Investigate incentives to encourage all property owners to replant native trees for those removed and keep 3 of their 4 buffers undisturbed in accordance with Design Review Guide.
- C. Assist utility companies to maintain easements in a natural state.
- D. Recommend methods to enhance wildlife habitat on Town projects such as parks, natural areas and rights-of-way. Some examples could include nesting boxes, nesting platforms, littoral shelves in ponds, wildflower patches, living hedges and thickets, and enhanced buffers.
- E. Utilize wildlife friendly infrastructure for roads, including but not limited to: culverts for under-road crossings; no curbing or rolled curbing; lower speed limits and/or traffic-calming devices (e.g. curved roads, trees on shoulders, landscaped medians); wooded medians on roadways 4 lanes or greater (act as wildlife crossing refuges); signage to alert motorists of crossing areas.

3.4 Maintain Environmental Education and Outreach with the Public

- A. Assist in funding the Clemson Extension Agent.
- B. Host workshops and seminars in Beaufort County for the general public's information on environmental issues and regulations.
- C. Show how to reduce nutrient inputs, sediment, pathogens, organic matter and litter before it reaches drainage conveyance systems using demonstration projects and public education.
- D. Implement interpretive signs at Island parks; include researching grant opportunities for financial support.
- E. Develop an education program to inform property owners of the benefits (to their health, property values and wildlife) of preserving or enhancing native vegetation.
- F. Inform the public about programs for certifying backyard wildlife habitat that help make properties wildlife friendly such as: National Wildlife Federation, National Audubon Society, National Audubon Golf Course Certification, and Carolina Yards and Neighborhoods.

3.5 Promote Sustainable Development

- A. Develop a comprehensive sustainability plan that addresses green practices throughout its operations to position the Town as a nationally recognized leader in the green movement. This sustainability plan would address the design and construction of new facilities and parks as well as retrofits of existing ~~facilities; assist facilities and assist~~ in the formulation of enhanced regulations for the private sector to follow for new and existing development. It would also include the implementation of an effective Town-wide recycling program and a comprehensive education program.
- B. Integrate a LID menu of optional design techniques into the Land Management Ordinance. Each LID design technique should be incentivized to encourage use by the applicant/developer.
- C. Explore the opportunities for monetary and non-monetary incentives for LID.
- D. Green-up Capital Improvement projects to include achieving green certifications with programs such as Sustainable Sites Initiative, Leadership in Energy and Environmental Design (LEED) or Earthcraft for new and redeveloped Town facilities and infrastructure. It could also include the use of recycled building materials and recycled asphalt for roadways. Other greening initiatives could utilize reflective paint for dark surfaces to reduce urban heat islands, the use of solar panel technology, employment of green roofs, pervious parking, wildlife-friendly crossings during roadway construction, preservation of existing tree canopy, green roofs and rainwater harvest technologies for the capture and reuse of stormwater.
- E. Establish criteria to include during the solicitation process for potential contractors based on level of environmental responsibility. Criteria can be established to evaluate a contractor based on environmental stewardship.
- F. Develop green maintenance strategies, including the use of organic fertilizers and cleaning products, low-VOC paint and carpet.
- G. Increasing building efficiency by utilizing compact fluorescent and other high-efficiency bulbs for light fixtures; and enhancing the weatherproofing for both doors and windows. This may include the need to conduct an energy audit for Town facilities in order to properly assess energy usage and target ways in which the Town could improve efficiency. These projects can then function to provide practical examples for the public to follow and integrate into future developments.
- H. Support beach renourishment activities.
- I. Institute an effective, Island-wide recycling program.
- J. Increase the frequency of the hazardous waste round-ups.
- K. Identify smaller pieces of land for acquisition in order to provide localized benefits such as reduction of stormwater runoff, increased shading of impervious surfaces and overall reduction of impervious surfaces.
- L. Utilize the latest technology to better understand the long term implications of sea level rise and global warming on island natural resources.
- M. Consider eliminating the grandfather clause for non-conformities in the Critical Storm Protection Dune Accretion Area and Transition Area overlay district. This is in order to protect private property from storm surge and sea level rise as well as maintain a mature intact dune system.

- N. The implementation of a small fee for the use of plastic bags would reduce the overall demand, reduce litter, as well as provide a small amount of money to the Town for reinvestment. Low cost reusable bags could be provided by the Town.

10 Recreation

To enrich the quality of life for residents and visitors by providing diverse recreational facilities and programs which respond to changing needs of the population.

Introduction

Hilton Head Island has become well-known throughout the country as a world class resort destination recognized for its high quality recreational amenities and natural resources. Private resort and residential communities located on the Island provide an exceptional number of leisure facilities highlighting tennis, golf, swimming, bicycling, and boating. The Town government excels in providing specialized recreational facilities such as beach parks, leisure pathways, and ball fields where both residents and visitors may participate in recreation activities. The Town strives to work with public and private recreation organizations to promote leisure time programs and activities that will accommodate all ages, skill levels and interests of residents and visitors.

As discussed in the Cultural and Natural Resources Elements, the Island has a rich cultural history and an abundance of natural resources, including numerous archaeological sites that range from prehistoric shell rings to Civil War sites. The natural resources of the Island provide a highly scenic and diverse landscape that offers outstanding views to water, marshes, maritime forests, and wetlands.

~~Over the past~~ For 15 years, the Town of Hilton Head Island ~~has taken~~ took steps to assess the future park and recreation needs of Island residents. The Parks and Recreation Commission was created in 1992 to establish long and short term goals for development and management of parks and recreational facilities. In October 1995 the first Recreation and Open Space Plan was written outlining recreation needs for the next twenty years. The plan was adopted by Town Council on January 3, 1996 as an appendix to the Town's Comprehensive Plan. The plan was then amended in 1998 and 2000 to address additional future park locations. In 2005, the Recreation Element replaced the Recreation and Open Space Plan and was adopted as part of the Comprehensive Plan. The Recreation Element now includes revised park definitions; an existing facilities inventory; and new park guidelines which are currently in use. Listed below are park definitions which pertain to existing and future parks.

These definitions should be used as guidelines. Due to the unique characteristics of Hilton Head Island these definitions must be flexible. Existing and future parks may not fall neatly into one specific park category. For example, the Town beach parks which are listed as special use parks may also be considered regional parks.

Park service areas are referred to in the park definitions below. A park service area defines the geographic location of expected users. Accessory uses, although not stated in every definition, may be implied at both parks and facilities. For example, accessory uses at a gymnasium, may include fitness or aerobics classes, karate classes, basketball courts, and volleyball courts.

10.1 Park Definitions

Activity Categories

Passive Park: A park and/or recreation area that is used for passive activities which may include walking, cultural and educational activities, contemplative activity, picnicking, non-organized sports activities, playground areas and beach access to name a few examples. Some small scale active activities may be included in a passive park.

Active Park: A park and/or recreation area that is used for active activities which may include organized sporting events and may be comprised of multi-purpose fields, multi-purpose sports courts, playground areas, multi-purpose trails, and boat landings. Passive activities may also be included in an active park.

Park Categories

Mini-Park: The mini-park is the smallest park classification which is used to address limited, isolated or unique recreational needs. Mini-parks, also known as pocket parks, address unique recreational needs such as landscaped public use areas in a commercial or residential area, or scenic overlook areas. The mini-park may include ~~such~~ passive uses such as picnic areas, arbors, sitting areas and public art. Accessibility to mini-parks may be via interconnecting trails, sidewalks, or low-volume streets. Portions of the park site should be readily visible from adjoining streets to provide a secure environment. A mini-park may be between 2,500 square feet and 1 acre in size. However, park areas less than 5 acres may also be considered a mini-park. Ease of access from the surrounding area and linkage to the community pathway system are key concerns when selecting a mini-park site.

Neighborhood Park: The neighborhood park should serve as the recreational and social focus of the neighborhood. It may be developed for both active and passive recreational activities, and accommodate a wide variety of age and user groups. Creating a sense of place by bringing together the unique character of the site with that of the neighborhood is important to successful design. A neighborhood park should be centrally located within its service area, which may be ¼ mile to ½ mile radius. Ease of access and walking distance are critical factors in locating a neighborhood park. Generally 1 acre is the accepted minimum size necessary to provide space for a variety of recreation activities, while 1 to 5 acres may be considered optimal. Active recreational facilities should be used in an informal and unstructured manner. Neighborhood parks are not intended for programmed activities that result in overuse, noise, parking problems or congestion. Examples of active facilities are playgrounds or structures, court games, informal play fields, and tennis courts. Examples of passive uses are internal trails connecting to a pathway system, picnic/sitting areas, and contemplative or "people watching" areas. Generally active recreational facilities should consume approximately 50 percent of the park's acreage and the remaining 50 percent should be used for passive activities.

Community Park: The community park is larger in size and serves a broader purpose than neighborhood parks. Their focus should be on meeting the recreation needs of several neighborhoods or large sections of the community. They allow for group activities and may offer other recreational opportunities not available at neighborhood parks. Community parks should be developed for both passive and active recreational activities. The optimal size for a community park is between 20 and 50 acres, but its actual size should be based on the land area needed to accommodate desired uses. Reserved and programmed uses are compatible and acceptable for a community park. Examples of active facilities at a community park may include large playgrounds or structures, game courts, ball fields, and swimming pools. Examples of passive facilities may include extensive internal trails, individual and group picnic areas, nature study areas, contemplative and sitting areas. Parking lots should be provided to accommodate user access.

Special Use Park: The special use park should offer the opportunity to highlight unique local historical, educational, cultural, and natural resources. Examples may include performing arts parks, special events parks, arboretums, ornamental gardens, amphitheaters, boat landing or other water-oriented facilities and beach parks. Features within a special use park may include both hardscape and softscape development for commemorative purposes. Park use may be passive with some sites functioning as venues for festivals, concerts and other special events. Special use facilities should be viewed as strategically-located community-wide facilities rather than as serving a specific neighborhood or area. The special use park is generally accessed by pedestrians via walkways, sidewalks, or trails around and throughout the site as well as by automobiles. Parking should be provided as appropriate for the specific park - some parks require a significant amount of parking (e.g., beach park) while others do not. Opportunities for sharing parking with nearby facilities should be explored for parks with occasional heavy use (e.g., performing arts park). Park use and space requirements are the primary factors in determining the size of the park site.

Regional Park: Regional parks supplement neighborhood and community parks and may serve broader-based recreational needs. The greater size permits large-scale development of both passive and active facilities providing a wide range of recreational activities. Regional parks may include sizeable areas of

undeveloped land with natural vegetation and/or water features. The optimal size for a regional park may be between 50 and 85 acres. Regional parks may have a service area within reasonable and equal driving distance from the populations served. Some residential development should be within walking distance of the park, but any high use activity areas within the park should not be situated adjacent to residential areas. Regional parks may have frontage on major and minor arterial streets and may have designated bicycle and pedestrian pathway access. Major streets should be routed around, rather than through regional parks. One or more parking lots should be provided to accommodate user access. Examples of active facilities at a regional park include a large playground, sports complexes (possibly lighted) with single or multi-purpose fields and concession buildings, basketball courts, multi-use courts, tennis courts, and swimming pools. Examples of passive facilities include open spaces and nature reserves, extensive internal trails, 1 or more picnic areas, 1 or more picnic pavilions of varying sizes, fishing access sites, and landscaped contemplative areas.

Private Park/Recreational Facility: This classification recognizes contributions of private providers to the community park and recreation system. Private parks such as swimming pools, tennis courts, and party houses or meeting rooms are generally within residential areas developed solely for the use of residents and are maintained by a neighborhood association. These facilities should not be considered as a complete substitute for public recreation space. Other private recreational facilities are for-profit businesses such as health and fitness clubs, golf courses, and water parks. The location of private parks/recreational facilities is typically determined by a developer. Service areas for these parks will depend on the type of use. The size of the park is also dependent on the intended use of the park.

Linear Park: Linear parks are greenways of open space that may offer scenic beauty and may allow safe, uninterrupted pedestrian or bicycle movement along natural or man-made corridors. Generally they are located along waterways. Linear parks combined with the planned pathway system may link various other parks, residential neighborhoods, schools, libraries and businesses. Pedestrian and bicycle trails can accommodate both recreational and purposeful trips. Linear parks should conserve ecologically unique areas along marshes and creeks and provide long stretches of open space well suited for pathways. Existing tree cover within natural corridors should be protected. The maximum length of a linear park may be variable. The minimum width should be 50 feet. Support facilities throughout the linear park should include benches, bike racks, trash receptacles, drinking fountains, signage, and connectors to adjacent parks and pathways.

Implications for the Comprehensive Plan

- The detailed definitions for the different park categories provide the Town with more information to plan for future parks and provide a tool to plan for specific types of parks to serve the community.

10.2 Major Facility Categories

These are the major facility categories along with a description. Other facility categories are self-explanatory.

Multi-Use Pathway or Trail: Multi-use pathways or trails may be designed to provide walking, skating, bicycling, and other non-motorized recreational opportunities. These pathways should provide linkages to other areas and facilities and offer non-vehicular options for travel through the community. Paved pathways should generally be developed to a high level to accommodate greater numbers of users of all abilities. Non-paved pathways should generally be developed to match the intent of the park or recreational area in which it is located.

Swimming Pool: Swimming pools for general community use should be planned for teaching, competitive, and recreational purposes with enough space to accommodate diving boards. For teaching purposes the size of the swimming pool should be 75 feet by 45 feet and have an even depth of 3 to 4 feet in non-diving areas. For competitive purposes the size of the swimming pool should be 75 feet by 70

feet. This will accommodate approximately ten swimming lanes with a minimum of 25 square feet of water surface per swimmer. Generally swimming pools should be located in community or regional parks, within a 15 to 30 minute travel time for facility users.

Basketball Courts: Outdoor basketball courts for general community use should have unobstructed space on all sides. Generally outdoor basketball courts should be located in neighborhood or community parks and regional parks. The service radius for an outdoor basketball court is between ¼ mile and ½ mile and should have safe walking or biking access for facility users.

Tennis Courts: Outdoor tennis courts for general community use should be 36 feet by 78 feet and have a minimum of 12 feet clearance on both ends of the court and should be planned in groups of 2 to 4 courts in one location. Generally outdoor tennis courts should be located in neighborhood or community parks and regional parks. An outdoor tennis court should have safe walking and biking access for facility users.

Baseball/Softball Field: Baseball/Softball fields for general community use should be located in community or regional parks. Baseball/softball fields should be within a 15 to 30 minute travel time for facility users.

Multi-Purpose Rectangular Field: Multi-purpose rectangular sports fields for general community use should be located in community or regional parks. Examples of activities played on multi-purpose rectangular fields include football, soccer, lacrosse, and rugby. Multi-purpose rectangular fields will vary in size based on the intended use of the field - youth activities, adult activities, practice activities, programmed activities and tournament activities.

Implications for the Comprehensive Plan

- The detailed definitions for the different recreational facilities provide the Town with the background needed to plan for future facilities and provide the basis to determine future needs.

10.3 Park Sites

Table 10.1, Existing Island Parks, shows the existing parks listed by park category based on the general park definitions in Section 10.12. Some of these parks contain characteristics of multiple categories and were placed in the category that most describes their characteristics.

Implications for the Comprehensive Plan

- An inventory of each facility, the type and the location should be used as a tool in determining whether or not the recreational facilities adequately serve the visitors and population of the community.

Table 10.1: Existing Island Parks

Park Category	Existing Parks	Acreage
Mini Park	Compass Rose Park	2
Neighborhood Park	Old Schoolhouse <u>Park</u>	3
	Greens Shell <u>Park</u>	3
Community Park	Barker Field*	20
	Island Recreation Center*	6
	Jarvis Creek <u>Park</u> *	56
	Crossings Park*	74
	Chaplin Community Park*	67
	Barker Field Expansion/Mitchelville Beach Park	27
	<u>Rowing & Sailing Center at Squire Pope Community Park</u>	<u>7</u>
Special Use Park	Shelter Cove <u>Community</u> Park	<u>58</u>
	Shelter Cove Memorial Park	6
	Fish Haul <u>Creek</u> Park	31
	Folly Field Beach Park	1
	Islanders Beach Park*	13
	Alder Lane Beach Park	1
	Malphrus <u>Burkes</u> Beach Park	7
	Coligny Beach Park	8
	Cordillo Courts*	2
	Driessen Beach Park*	15
	Xeriscape Interpretive Garden	3
	Marshland Road Boat Landing	5
	Old House Fishing Pier (Freddie’s Place Landing/Rasta Drive Fishing Pier)	1
	Cross Island Boat Landing	3
	Honey Horn	69
Northridge (limited use due to conservation easements)	70	
Regional Park	Beaufort County Schools Campus	12
Private Parks/ Recreational Facilities	Leamington Recreation Center (Neighborhood Park)	varies
	Palmetto Hall Recreation Area (Neighborhood Park)	
	Hilton Head Plantation Spring Lake Area (Neighborhood Park)	
	Hilton Head Plantation Dolphin Head Area (Neighborhood Park)	
	Port Royal Plantation Children’s Play Field (Neighborhood Park)	
	Wexford Croquet Court (Neighborhood Park)	
	Sea Pines Harbor Town Liberty Oak (Neighborhood Park)	
	Sea Pines South Beach (Neighborhood Park)	
	Sea Pines Six Oaks Park (Neighborhood Park)	
	Hilton Head Plantation Whooping Crane Conservancy (Special Use Park)	
	Hilton Head Plantation Cypress Conservancy (Special Use Park)	
	Shipyard Beach Club (Special Use Park)	
	Port Royal Plantation Beach Club (Special Use Park)	
	Long Cove Community Dock (Special Use Park)	
	Sea Pines Newhall Preserve (Special Use Park)	
Sea Pines Forest Preserve (Special Use Park)		
Sea Pines Deer Island Park Preserve (Special Use Park)		
Sea Pines Baynard Ruins Park (Special Use Park)		
Port Royal Plantation Croquet Court		

Linear Park	None at this time	0
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Note 1: Parks in Table 10.1 with an asterisk (*) can also be considered a Neighborhood Park.

Note 2: The school campus is considered regional in nature due to the stadium.

Note 3: The Northridge property is considered a Special Use Park; however, there are restrictive covenants on the property that prevent certain uses.

10.4 Park Development Guidelines

The National Recreation and Park Association (NRPA) is moving away from recommending national standards and encouraging communities to create their own unique standards or guidelines for public and private parks and recreational facilities. Since Hilton Head Island has a diverse wealth of recreation opportunities and a unique population that is divided among permanent residents and visitors to the Island, using generic park standards or guidelines is not appropriate.

Table 10.2 shows new park development guidelines and potential future park needs. The guidelines include park category, general park size, population served, number of existing parks in 2015-09, additional parks needed by 2020, and total number of parks needed in 2020, which includes both existing and additional park figures. The calculations for the additional parks needed by 2020 are based on the population projection of 53,300 permanent residents in the year 2020. This population figure was projected by the Town of Hilton Head Island in August 2004 for the Southern Beaufort County Regional Plan. In the Neighborhood Park and Community Park categories, the numbers for additional parks have been adjusted to better reflect the Island's unique characteristics, including private facilities and a public beach.

The park numbers shown in Table 10.2 reflect the recommended number of existing and potential future public parks and do not include parks located in private gated communities. It is unknown if the PUDs plan to expand or construct new parks or facilities for their residents.

The number of Community Parks needed in the year 2020 reflects the use of private facilities and beach. Several of the PUDs and private schools provide recreational facilities that could be accommodated in Community Parks such as rectangular multi-purpose fields and other single purpose fields. The number of additional Community Parks needed by 2020 has been adjusted to reflect this. For every 2 rectangular multi-purpose fields and 2 single-purpose fields in PUDs or at private schools, one Community Park was deducted from the guidelines for the number of parks calculated using the population projection of 53,300 permanent residents.

Park types recommended for expansion can be seen in reviewing the information in Table 10.2 for the Neighborhood Park, Community Park and Regional Park categories. Based on previous assessments, by the year 2020, a total of 21 additional Community Parks, 1 additional Regional Park, and 14 additional Neighborhood Parks were recommended for construction on the Island. The Town will work with residents of individual neighborhoods to determine if there is an interest for a neighborhood park. The number of additional parks needed and the total parks needed by 2020 presented in Table 10.2 in the Neighborhood Park category are based on the population projection of 16,421 permanent residents outside of PUDs. This number was used because the Town does not plan to construct Neighborhood PParks inside PUDs. The word “varies” in Table 10.2 indicates the information is not based on population but rather the desire of the Town, the location of the property, and any opportunities available on the property.

Beaufort County adopted the Southern Beaufort County Regional Plan in 2006. One of the sections of this plan addresses parks and recreation on a regional level in southern Beaufort County. The Southern Beaufort County Regional Plan is not intended to replace this Recreation Element of the Hilton Head Island Comprehensive Plan. The Regional Plan has a broad scope of the recreation needs of the entire area while this Recreation Element also includes local and sSpecial uUse pParks that serve the needs of the people on Hilton Head Island.

Table 10.2: New Park Development Guidelines & Potential Future Park Needs

Park Category	General Size in Acres	Population Served	Existing Number of Parks in 20 09 <u>15</u>	Additional Parks Needed by 2020	Total of Existing & Additional Parks Needed by 2020
Neighborhood	1-5	500-1,000	2	14*	16
Community	20-80	2,000-5,000	6 <u>7</u>	2 <u>1</u>	8
Regional	50-85	5,000-20,000	1	1	2
Special Use	1-50	1,000-5,000	16	0	16
Mini	2500sq. ft. to 1 acre	Varies	1	Varies	Varies
Linear	Varies	Varies	0	Varies	Varies

*It should be noted that the need for Neighborhood Parks will fluctuate depending on the requests of each individual neighborhood.

The Town of Hilton Head Island worked with the Beaufort County to assist in the development of the Regional Plan. The Town provided information for the regional plan on the park and recreation needs of the residents of Hilton Head Island. The Southern Beaufort County Regional Plan recommended the Town of Hilton Head Island adopt the following levels of service for a regional park network:

- 12.2 acres of land per 1,000 residents; and
- \$722 of park and recreational facilities per capita

It should be noted this level of service was adapted from a list of existing parks considered regional in nature. With the inclusion of all other existing and future parks the Town of Hilton Head Island is exceeding this level of service.

FUNDING SOURCES

Town Council attempts to minimize reliance on property tax while expanding alternative revenue sources. Several funding sources are used to construct and maintain the Town's park system.

- Parks impact fees were enacted Countywide to provide funding for emerging park needs. Similar to Traffic Impact Fees, parkland purchases and park developments have nearly exhausted the accumulated monies in our Park Impact Fee account. Thus, the Town may consider Interfund borrowing that will be repaid with interest as the Town continues to garner park impact fees through build out.
- Ad valorem property taxes, collected during the fiscal year.
- Sunday Liquor Sales Permit Fees derived from the sale of permits to sell alcohol on Sunday.
- County Contributions such as their bond issue for CIP projects.
- Donations.
- Grants.
- Local Accommodation Tax (ATAX) grants are derived from a State mandated two- percent tax on short-term rentals, hotels and motel accommodations.
- Beach Fees are derived from an additional two-percent Local Accommodations Tax levied by Town Council. This source provides dedicated funds to beach renourishment and related monitoring, dune refurbishment, maintenance and operations, and new beach parks and access facilities.
- Tax Increment Financing (TIF) are funds derived from increased assessed value above the baseline assessment when the TIF District was established. These funds may be used for public projects within the District.
- Real Estate Transfer Fee which is 0.25 of 1% on each real estate transaction in the Town. The funds generated by this fee are dedicated to the Land Acquisition Program and its debt service for land acquisition only.

Implications for the Comprehensive Plan

- As the population of the Island changes, so does the need for recreational opportunities.
- Guidelines should provide a mechanism to establish a plan to develop future parks and to determine the needs of the community. Several factors should be considered such as population, level of service, and the associated projections. The Comprehensive Plan should provide the foundation to establish the guidelines while recognizing that other factors, such as changing community needs and use trends in order to determine whether or not future parks are necessary.
- Additional funding sources and ways to efficiently utilize the existing funding sources should be considered and reviewed.

10.5 Inventory of Existing Recreational Facilities

Table 10.3 is an inventory of existing recreational facilities done in 2009. The extensive list shows the wealth and variety of recreational facilities in the Town both outside and inside Planned Unit Developments (PUDs), giving a more accurate representation of available recreational facilities within the Town. Commercial businesses such as mini-golf, health clubs/fitness centers and tennis clubs were not included in the survey information. Private schools and church facilities were also not included.

Swimming pools and tennis courts located at multi-family developments were also not included in the inventory. These facilities are available to the owners of the multi-family units and their guests, and not to the general public. In the instance of a PUD, swimming pools and tennis courts available to all residents of the PUD were included in the survey and those available to only one group of property owners in the PUD were not counted due to their limited access.

Table 10.3, Inventory of Existing Recreational Facilities, shows that the Town has over 60 miles of paved pathways/trails. These pathways link various Town parks and commercial and residential areas of the Island. These pathways service pedestrians by providing access along roadways throughout the Island. The pathways are used by both residents and visitors for transportation and recreation activities such as bicycling, walking, and jogging. In private gated communities there are also paved pathways and trails.

While not limited to non-motorized boat traffic, the County boat landing at Marshland Road is used heavily by people to launch kayaks. Other launching sites exist at private and commercial marinas and docks along the waterfront throughout the Island and were not included in the survey information.

ROLE OF PRIVATE DEVELOPMENT

The majority of the Town's neighborhoods consist of subdivisions that are master-planned with parks and recreation in mind. Parks are located to provide safe and convenient access to recreation opportunities. Most commonly, pathways and parks are privately owned and maintained by property owners associations (POAs). The Town's current policy is that new development provides for community open space and parks to serve the development's residential population. Pathways located in private developments, which serve the connectivity needs of residents within the development, are not publicly accessible. The Town's pathways are intended to provide connectivity outside the gates to encourage non-motorized travel.

Although privately owned and maintained, their use by the general public cannot be discounted. The facilities provided by PUDs address many of the recreation needs of residents and visitors. Many of the parks are utilized as team sports practice fields when a resident parent serves as coach. Often there are non-resident participants who benefit from the private facilities.

ROLE OF SCHOOLS

Given the high cost of land on Hilton Head Island, it is important that schools serve multiple needs of the community. When community groups or organizations wish to utilize Beaufort County School's fields, gymnasiums or other school facilities for recreation activities, each event must be approved and scheduled through the specific school's principal. A continued strong working relationship with the schools is strategic to providing the most efficient delivery of leisure services.

ROLE OF THE PUBLIC SECTOR

Beaches: The Town of Hilton Head Island contains ~~132~~ miles of the world's finest beach. The entire beach is public, from the ocean to the high water mark. However, access to the beach may be either public or private. The Town of Hilton Head Island provides beach access at nine different locations:

- Alder Lane Beach Access, off South Forest Beach Drive
- Burkes Beach Access, at the end of Burkes Beach Road
- ~~Chaplin Community Park Collier Beach~~, off of ~~William Hilton Parkway~~ Singleton Beach Road
- Coligny Beach Park, off Coligny Circle
- Driessen Beach Park, at the end of Bradley Beach Road
- Fish Haul Creek Park, at the end of Beach City Road
- Folly Field Beach Park, off Folly Field Road
- Islanders Beach Park, off Folly Field Road
- Mitchelville Beach Park, off Beach City Road

The beach is used for various recreational activities, including passive beach going, running, cycling, kite flying, surfing, swimming, exercising and numerous other activities. Maintenance of the beach is contracted with a private company that also supplies various equipment and beach items for a fee. Other planned activities include weddings, competitive races and events, religious services and fitness programs that occur on the beach during various times. The beach has a significant economic impact to the community, from the creation of jobs associated with the beach ~~and to~~ the millions of visitors and users, which is further described in both the Community Facilities and Economic Development Elements of this plan.

Multi-Purpose Pathways: The Town of Hilton Head Island provides ~~nearly 55~~ over 60 miles of public pathways and nature trails. The pathways are used for both transportation and recreation, by casual cycling and walking. The pathways are continuous through much of the island, providing connectivity to other recreational opportunities, and residential and other commercial centers.

In addition, there are more than 50 miles of pathways and shared roadways within the private developments. These private pathways are for the use of residents and renters of the respective communities and their guests.

Figure 10.1 Existing and Future Parks illustrates the existing and future parks anticipated for the Town.

Table 10.3: Inventory of Existing Recreational Facilities

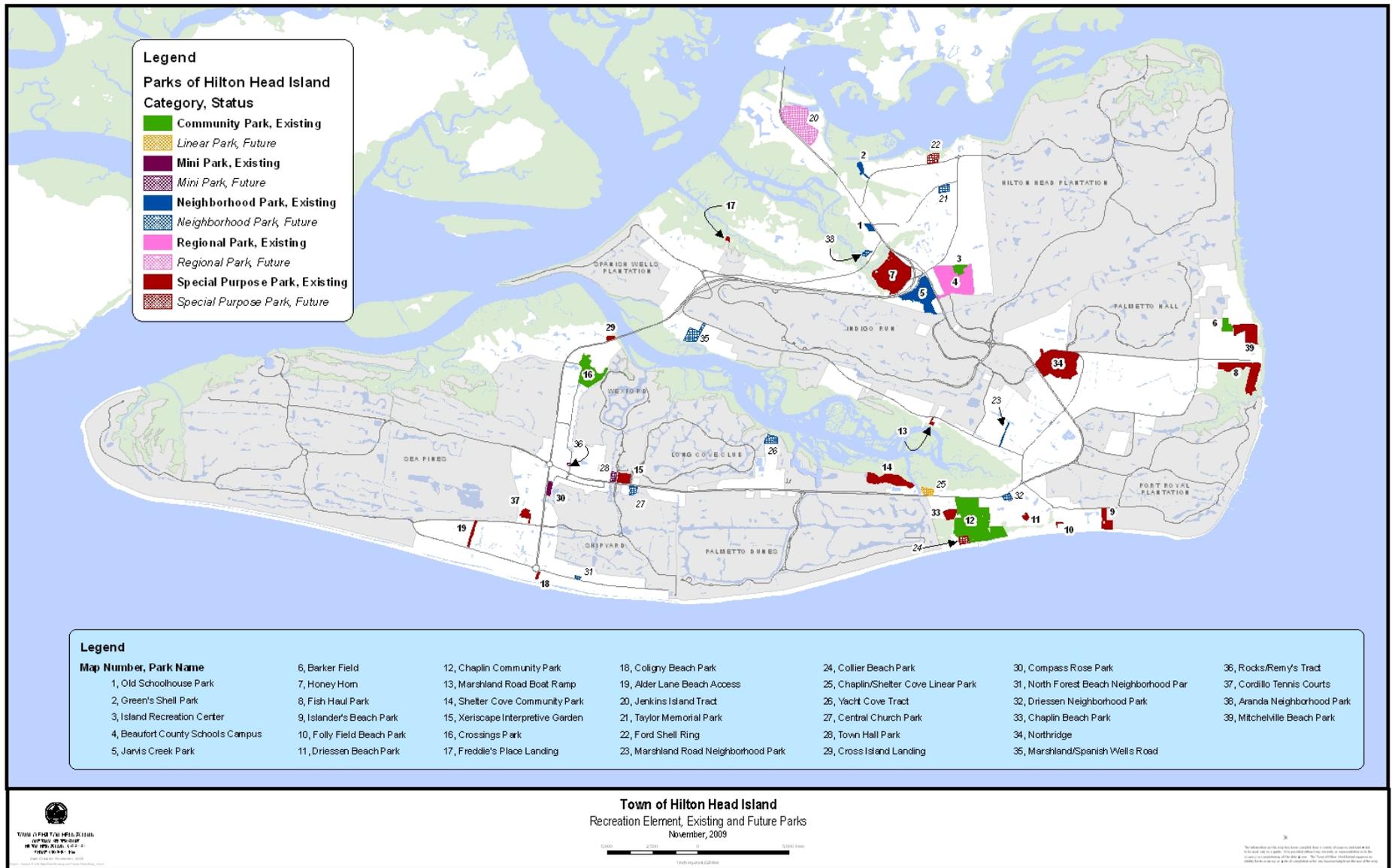
	Town of HHI	Bft County PALS	HH Schools Campus	Island Rec. Center	Boys & Girls Club	Hilton Head Plantation	Indigo Run	Long Cove Club	Palmetto Dunes	Palmetto Hall	Port Royal Plantation	Sea Pines	Shipyard Plantation	Spanish Wells Plantation	Wexford Plantation	TOTAL
Paved Trails (miles)	55 63		1.2			10	1.5		4		7	15	10		5	116.7 98
Unpaved Trails (miles)	2.5										2	2				6.5
Beach (miles)																13
Rectangular Multi Purpose Fields	11	5	4	1		1	1					1				24
Single Purpose Fields	3	7	6			1		1		1	1					20
Running Track			1													1
Indoor Basketball Court			5	1	1											7
Outdoor Basketball Court	5	1		3	2	1.5		2			1				1	16.5
Outdoor Tennis Court	8	2	10			33	6	10	25	4	20	59	20	2	6	205
Volleyball Court			1	2		2										5
Public Golf Course (# of holes)						36	18		54	36	36	54	27			261
Private Golf Course (# of holes)						36	18	18			18	18		9	18	135
Outdoor Swimming Pool				1		1*	3*	1*		1	1*	4*		1	1*	14*
Indoor Swimming Pool												1				1
Playground	6	2	6	1	2	2	4	1	2	1	1	2	1		1	32 28
Dog Park	1															1
Beach Park	8					1			2		2	2	1			16
Creek Park								1								1
Boat Landing		3							1			1				5
Nature Preserve (Acres)	70*					177					6.5	605				858.5
Gymnasium			4	1	1											6
Community House/Meeting Room (Square Footage)	2,660			280	280	9632	3575	14,000			3500	5400	4000	1500	5500	50,327

Picnic Areas	22	2	1	1	1	2	1	2	2	1	2	1			1	39
Horse Stables												1				1
Lawn Bowling Court															1	1
Croquet Court											1				1	2
Roller Hockey Facility	1															1
Skateboard Facility	1															1
Outdoor Band/Theater/Pavilion/Stage									1			2				3
Civic Art Areas									1			2				3
Teen Club					1											1
Rowing/Sailing Center	<u>1</u>								1							<u>2+</u>

*Of the 14 outdoor swimming pools in this table, 9 have outdoor “kiddy” pools in addition to adult pools.

** This 70 acre nature preserve is the Town-owned Northridge property.

Figure 10.1: Existing and Future Parks



Implications for the Comprehensive Plan

- It is important to understand the recreation facilities that are available throughout the Town. The inventory includes both public and private recreational facilities indicating that organizations and individual communities have assumed the responsibility to develop recreational opportunities to meet their needs. This detailed inventory of available recreational opportunities should be used as a tool in determining whether or not adequate facilities are available for the community.
- All organizations and groups, including the Town, School District and private communities and developers should work together when developing park and recreation plans.

10.6 Facilities Guidelines

As mentioned earlier, the National Recreation and Park Association is moving away from recommending national standards. The NRPA is advocating communities create unique guidelines for recreational facilities that will accommodate each community's individual needs. Guidelines for several regularly-used recreational facilities in Hilton Head Island have been developed by Town staff using information from a variety of sources such as public input, other communities' guidelines or standards, and the National Recreation and Park Association.

These guidelines are not rigid and can fluctuate depending on the community's recreation needs, population and the availability of land to build new facilities or renovate existing facilities. The total number of facilities used in these guidelines includes facilities located inside and outside private gated communities. By including these, the total number of recreational facilities is more accurately related to the total population of the Island. Some of the more popular facilities are described below.

Multi-purpose rectangular fields are typically used for sports such as football, baseball, soccer, lacrosse, and rugby. Currently there are 24 multi-purpose rectangular fields in the Town with 3 of those in gated communities. Since these fields accommodate a variety of sports the number of users that each field can serve is a cumulative total of 5,000 people.

There are currently 20 single purpose fields in the Town with 4 of those in gated communities. An example of a single purpose field is a baseball/softball field. Since these fields accommodate one type of sport the number of users that each field can serve is a cumulative total of 3,000 people.

There are a total of 23.5 basketball courts in the Town with 5.5 of those in gated communities. This number is a combination of 7 indoor and 16.5 outdoor basketball courts. One basketball court (indoor or outdoor) can serve approximately 5,000 people.

Tennis is a popular recreational activity in the Town. There are a total of 205 tennis courts on the Island with 185 of those in gated communities. This figure does not include commercial tennis facilities. One tennis court can serve approximately 4,000 people.

There are many swimming pools in the Town. There are 14 outdoor swimming pools 13 of which are in gated communities and 1 year-round indoor pool in a gated community outside the gates. It is important to note that the outdoor swimming pool located at the Island Recreation Center converts to an indoor pool during the winter months with a dome that is placed over the pool facility. This pool is counted in the outdoor category. Of the 14 locations reporting outdoor pools, 9 also have outdoor "kiddy" pools. One pool can serve approximately 20,000 people.

The need for additional swimming pools has recently been a topic of discussion with residents and recreation organizations on the Island. There is one swimming pool for community-wide use located at the Island Recreation Center. Although there appears to be a sufficient number of limited access swimming pools, Island residents believe another community-wide swimming pool should be

constructed.

There are 32 ~~28~~ playgrounds located in the Town with 15 ~~4~~ of those in gated communities. One playground can serve approximately 2,000 people.

The waterways surrounding Hilton Head Island and the 13 miles of beaches draw residents and tourists to the Island to live, work, and visit the beautiful natural environment. There are 16 beach parks located on Hilton Head Island, 8 of these parks are owned and maintained by the Town. The number of people served by one beach park will fluctuate based on the park size, proximity to residential areas, and the number of parking spaces available at the park. In addition to the private and Town-owned Beach Parks there are several beach access points in established subdivisions throughout the Island, such as the North Forest Beach neighborhood, where residents can access the beach.

In and around Hilton Head Island there are 5 boat landings/ramps; 3 are county boat ramps and 2 are privately owned. Based on the available parking and the size of the boat landing, 1 boat landing can accommodate between approximately 1,000 to 8,000 people, depending on parking.

Outdoor recreation activities abound on Hilton Head Island and picnicking is a popular activity for both residents and visitors alike. The Town has 39 picnic areas with 12 of these in gated communities. Each picnicking area can serve approximately 2,000 people. Table 10.4: Future Parks and Suggested Facility Locations, indicates types of facilities and locations for future parks.

Table 10.4: Potential Future Parks and Suggested Facility Locations

Park Category	<u>Potential</u> Future Parks As Designated in the CIP	Suggested Facilities from the Public
Neighborhood	TBD (See Note 1)	Playgrounds Picnic Areas Basketball Courts Tennis Courts
Community	Yacht Cove Island Recreation Aquatics Center	Multi-Purpose Fields (See Note 2) Swimming Pool with Kiddie Pool Indoor & Outdoor Volleyball Court Jogging Track With Exercise Stops Basketball Courts Tennis Courts
Regional	TBD	TBD
Special Use	Collier Beach Park Ford Shell Ring	Sailing/Rowing Center Fishing Pier for Fresh & Salt Water More Boat Ramps/Landings
Mini	Rock’s/ Remy’s Tract	Water Fountains Picnic Areas Public Art
Linear	Chaplin Linear Park All Pathways	Boardwalks with Water Views Lighting, Street Furniture, etc.

Note 1: To be determined after coordinating with neighborhoods who desires neighborhood parks.

Note 2: Many organizations have requested dedicated single purpose fields. It is the Town’s desire to create as many multi-purpose fields as possible in order to supply the needs of the various ball teams. Better scheduling and lighting of the existing fields could result in postponing the need for construction of more fields. This needs to be monitored annually.

TBD: To be determined.

Implications for the Comprehensive Plan

- Guidelines should be considered when making recommendations for future park development. However, they should be used as a tool with the consideration that our population and visitors may have needs that are unique to the character of the Island community.

10.7 Park Maintenance Tasks and Levels of Service

Maintenance of parks and recreational facilities within the Town is done by both the Town and Beaufort County through shared informal agreements which may be formalized in the future as intergovernmental agreements. Beaufort County maintains the active recreational facilities such as multi-purpose fields and baseball and softball fields. The Town of Hilton Head Island Facilities Management Division maintains the passive parks and beach parks located on Town properties.

There is a high expectation of residents and visitors of Hilton Head Island for excellent recreational facilities. To maintain the expected level of service requires an impact on fiscal resources. Redevelopment and development of new parks and facilities should be considered in annual budgets to ensure that the long term maintenance is addressed.

The Town also maintains a beach patrol franchise agreement with Shore Beach Services for patrolling and servicing the 13 miles of beaches on the Island. The Town may want to investigate ways to work with Beaufort County to have improved maintenance to meet the expectations and evaluate ability of Town's Facilities Management Division to assume all maintenance and operation of parks.

MAINTENANCE TASKS

Maintenance tasks are divided into 7 major categories described below and are performed by both the Town of Hilton Head Island and Beaufort County to sustain a high level of service for the residents and visitors of Hilton Head Island.

Park Landscape Maintenance

Turf areas are mowed on a regular basis and sidewalks, decks, and parking lots are cleared with leaf blowing machines and edging on an as-needed basis. Pruning of trees and shrubs is performed when necessary to maintain an orderly appearance. Spraying for insect and disease control, weed control (performed by manual, mechanical, or chemical means) and mulching or pine strawing is performed throughout the year.

Pathways/Sidewalks/Trails Maintenance

Pathways are maintained in a safe and neat appearance at all times. This includes edging, and clearing tree limbs and branches, mowing shoulders and removing other objects interfering with a clear pathway.

Playground Maintenance

Grass, weeds, and other vegetation is hand-pulled from playground areas as needed. No chemicals are used in playground areas. All maintenance work in playground areas is performed during daylight hours.

Ball Field Maintenance

Turf at athletic fields is maintained by the County. Disease and insect problems are treated immediately upon observation and the irrigation systems are maintained in proper working order at all times.

Park Janitorial Services

Restroom facilities at park locations are opened and cleaned daily with additional cleanings on weekends, holidays, and during the visitor high season between Memorial Day and Labor Day.

Litter Control

All litter and debris is removed prior to mowing or any other landscape services performed at Town parks and recreational facilities. Trash receptacles at park locations are emptied daily.

Street Sweeping

All Town owned parking lots and entry roads into parks and recreational facilities operated by the Town are swept weekly.

Recycling

The Town ~~has~~ established a beach and park recycling pilot program in 2008 at Islander's and Coligny Beach Parks, as well as Chaplin Park to serve the highest concentration of Island residents. In 2010, the Town began recycling in all parks, at all Fire Stations, and in Town Hall. In 2012, the Town established recycling on the entire beach. A solar powered trash receptacle with a recycling kiosk will also be installed in Coligny Beach Park.

Implications for the Comprehensive Plan

- Responses from the Community Survey indicated that the community is satisfied with the existing recreational facilities and parks; however, would like to ensure that they are maintained to ensure high quality and character.
- Fiscal responsibility and the community's willingness to pay for potential increase in costs associated with the redevelopment or development of new or existing facilities and to maintain a certain level of quality should be included as a consideration when making policy and planning decisions.
- The Town should coordinate maintenance standards and other related maintenance issues, including a formalized agreement with Beaufort County and Shore Beach Services to verify that all organizations and departments involved in maintenance of recreational facilities are operating under the same standards.

10.8 Recreation Programs

Recreation programs for children, adults and senior citizens in Hilton Head Island are offered through the Island Recreation Association and Beaufort County Parks and Leisure Services (PALS). The Island Recreation Association is a non-profit organization which provides and coordinates public recreation programs, activities and special community events in the Town. Beaufort County PALS is a division of the county government which provides recreational facilities and activities in Beaufort County.

The Island Recreation Association maintains the Island Recreation Center located on Wilborn Road on the north end of the Island. ~~As a Town facility, it is being reviewed for recapitalization and maintenance by the Town in the future.~~ This facility and several other recreational facilities in the Town are home to many of the programs offered by the Association. Programs offered by the association are grouped into categories which include preschool programs, youth programs, youth athletics, adult and senior programs, adult athletics, aquatics and special community events.

Pre-school programs are for children between the ages of 2 and 5, starting ages vary based on the program. Some of the programs offered include discovery club preschool, mother's parent's morning out, storybook hour, art classes, kitchen/cooking classes and various sports and future stars soccer.

Youth programs are for children in kindergarten through 5⁸th grade. Some of the programs offered include kid's night out, girl's night out, after school recreation club, vacation club, summer camp, and birthday parties.

Youth athletics are for children between the ages of 6 and 17², some ages vary based on the activity. Some of the youth athletic programs offered are basketball, roller hockey ~~league~~, flag football, Gator

~~Football league,~~ soccer league, soccer camp, softball, ~~junior golf school golf clinics,~~ karate, tennis, and baseball.

Adult athletics are offered through the Island Recreation ~~Association Center~~ and include: ~~dodge ball league,~~ basketball league, soccer leagues, tennis ~~programs leagues,~~ ~~kickball league,~~ and ~~jazzercise fitness~~ classes.

Aquatics programs are offered to a variety of age groups from ~~babies 6 months old~~ to master swimmers. Aquatic programs offered at the Island Recreation Center are: group swim lessons, water babies, private swim lessons, lifeguard training, masters swimming, Hilton Head ~~a~~Aquatics swim team, open/lap swimming, water fitness classes and recreational swim club.

The Island Recreation Association also offers a variety of special events held during the year at various facilities throughout the Island. Some special events include: ~~golf tournaments, a water festival, tennis tournaments,~~ Wingfest, ~~o~~Oyster ~~r~~Roasts, Seafood Festival and the Summer Jams concert series.

The Senior Center (~~SHARE~~) is a program division of the Island Recreation Association and offers a variety of educational, recreation and social activities to adults over 50 years of age.

These activities are offered at ~~various locations including the senior center (SHARE), the Hilton Head Island Senior Center and~~ the Island Recreation Center, ~~St. Andrew Methodist Church and the Player's Club.~~ The examples listed in the Adult Programs category are just a sample of the activities offered through the ~~s~~Senior ~~e~~Center. There also are regularly scheduled daily activities at the ~~s~~Senior ~~e~~Center ~~facility~~ such as bowling, group bicycle rides, ~~table tennis,~~ and bridge games. Numerous seminars and discussion groups are scheduled throughout the year which includes a wellness series, guest author series, gardening series, and financial seminars. Day and extended trips are organized through the ~~s~~Senior ~~e~~Center and they include trips to places of interests in the region such as Charleston, Beaufort, Kiawah Island, and Savannah ~~and Macon,~~ Georgia.

Beaufort County PALS offers youth and adult athletic programs for residents of on the Island. Throughout the year PALS coordinates adult soccer leagues and various youth sports leagues: baseball and softball, soccer, football, cheerleading, flag football, tennis, lacrosse, aquatics, and basketball.

The Boys & Girls Club of the Lowcountry is an organization that exists solely for the benefit of children. It is funded by a variety of sources, but mostly depends on the community including churches, civic organizations, businesses, local foundations, and individuals. They provide such programs as Character and Leadership Development; Education and Career Development; Health and Life Skills; the Arts; and Sports, Fitness and Recreation.

Many of the private gated communities throughout the Town offer a variety of recreational programs for their residents and guests of residents. Examples of these programs include summer day camps, dancing lessons, fitness classes, social or special interest clubs, and holiday themed parties for adults and children. There are also an assortment of private sports organizations, such as ~~Gator Football, Dixie Youth Hilton Head~~ Baseball Association, Public Tennis Inc. and others, that provide programming for a variety of sports activities such as baseball, soccer, swimming, boating, ~~football,~~ tennis, golf, and martial arts.

Implications for the Comprehensive Plan

- There are various programs available on the Island that cross different population and socio-economic groups. As our population changes, community programs and services should be evaluated to ensure that the needs of our community are being met. The variations in programs provide social interaction and provide connectivity among members of the community.

- It is recommended the Town continue to participate with local recreation organizations to develop recreation programs that will meet the needs of the residents and visitors of the Island, including: baseball, football, tennis, soccer, running, sailing, and martial arts.

10.9 Goals and Implementation Strategies

Key issues of recreation were identified based on public input that was received throughout this process and data that was collected by Town staff. Recreation needs are not isolated; therefore, the implementation strategies should be approached regionally and collectively, integrating a palette of solutions.

Goals

Goal 10.1 Recreation Needs

- A. Continue to ~~expand~~ enhance the public recreation system by providing adequate facilities to meet the needs of a broad spectrum of the Island population (including visitors) while maintaining sensitivity to the specific needs of the Island.
- B. Participate with local recreation organizations in the development of programs and facilities to meet the needs of the resident and visitor populations of the Island.
- C. Continue working with Beaufort County and the Town of Bluffton to ensure a regional park system on the mainland is developed that will serve the recreational needs of the residents and visitors of Southern Beaufort County.

Goal 10.2 Protection of Unique Features

- A. Acquire conservation and park lands as a means to preserve natural and cultural resources for educational, interpretive, and passive recreation uses.
- B. Expand national recognition of Town's recreational facilities, programs, and opportunities such as beaches, pathways and cycling.

Goal 10.3 Neighborhood Parks

- A. Provide neighborhood parks where needed and desired.

Goal 10.4 Pathways

- A. Continue improving and expanding the existing network of multi-use pathways throughout the Island enabling residents and visitors to access recreational areas, shopping centers, schools and businesses by non-motorized forms of transportation.

Goal 10.5 Maintenance

- A. Continue working with Beaufort County to provide the high standards of maintenance Island residents and visitors expect from this community.
- B. Budget for and provide cost effective park maintenance and operations in order to maintain the expected level of service for all Town-owned parks.

Goal 10.6 Funding Sources

- A. Continue to seek and utilize a variety of funding sources in order to attain required parks at build-out.

Implementation Strategies

10.1 Recreation Needs

- A. Be proactive in consideration of leisure services based on the current parks and recreation needs assessment.

- B. Continue participation with local recreation organizations in the development of programs and facilities to meet the needs of the diverse populations of the Island.
- C. Work with appropriate agencies to ensure the recreational needs of the Island's various age groups, specifically youth and elderly residents are met through adequate facilities and programs.
- D. Include within the park system a combination of all park types and strive to achieve the park guidelines as stated in this element by providing the number of future parks needed based on population projections.
- E. Encourage public participation in the ongoing development, implementation, and evaluation of recreational facilities and programs.
- F. Improve and expand existing parks to accommodate additional facility needs.
- G. Planning for parks should begin as appropriate Town-owned properties are identified for such a use, including locating specific facilities within future parks.

10.2 Protection of Unique Features

- A. Coordinate with various agencies including Beaufort County Rural & Critical Lands Board and property owners to identify and purchase undeveloped property for parks and recreation lands as needed.
- B. Acquire properties located in areas of need for both passive and active uses, and for access points to waterways.
- C. Support accessible regional parks which complement the local park system.
- D. Seek recognition as a place that offers unique recreation facilities, programs and opportunities.

10.3 Neighborhood Parks

- A. Work directly with residents of neighborhoods to determine a need or desire for a neighborhood park.

10.4 Pathways

- A. Continually make improvements to the existing pathway system and provide new pathway links.
- B. Build pathways when improving or building roads and in conjunction with utility projects.
- C. Educate residents and visitors on the use of bicycles and the rules and responsibilities of bicycling.
- D. Educate residents and visitors on the use of pathways.
- E. Link new parks with the multi-use pathway system.

10.5 Maintenance

- A. Determine if the Town's Facilities Management Division should increase park maintenance responsibilities.
- B. Examine the need to create a Parks and Recreation Department to supplement or replace those services provided by Beaufort County.
- C. Work with the County to ensure high quality recreational facilities through proper maintenance.

10.6 Funding Sources

- A. Apply for Federal and State grants for park construction.
- B. Continue to seek private donations and co-operative agreements.
- C. Continue to evaluate Park Impact Fee Program to determine its adequacy.
- D. Increase park maintenance funding proportionately to increases in park construction.
- E. Seek additional funding sources.

11 Priority Investment

Public infrastructure projects will be prioritized and provide coordination with adjacent and relevant jurisdictions and agencies.

Introduction

The purpose of the Priority Investment Element is to tie the capital improvement needs identified in other elements to forecasted revenues for the next ten years. It is, in essence, a ten-year Capital Improvements Plan that is meant to guide the Town's Capital Improvements Program (CIP) and annual budgeting processes.

South Carolina Priority Investment Act (PIA)

In June 2007, the governor signed into law the South Carolina Priority Investment Act (PIA). The PIA consists of amendments to the 1994 Local Government Comprehensive Planning Enabling Act. One of the amendments adds the Priority Investment Element to the list of required elements for local comprehensive plans. The PIA states the following regarding this new element: "A priority investment element [is required] that analyzes the likely federal, state, and local funds available for public infrastructure and facilities during the next ten years, and recommends the projects for expenditure of those funds during the next ten years for needed public infrastructure and facilities such as water, sewer, roads, and schools. The recommendation of those projects for public expenditure must be done through coordination with adjacent and relevant jurisdictions and agencies. For the purposes of this item, "adjacent and relevant jurisdictions and agencies" means those counties, municipalities, public service districts, school districts, public and private utilities, transportation agencies, and other public entities that are affected by or have planning authority over the public project. For the purposes of this item, "coordination" means written notification by the local planning commission or its staff to adjacent and relevant jurisdictions and agencies of the proposed projects and the opportunity for adjacent and relevant jurisdictions and agencies to provide comment to the planning commission or its staff concerning the proposed projects. Failure of the planning commission or its staff to identify or notify an adjacent or relevant jurisdiction or agency does not invalidate the local comprehensive plan and does not give rise to a civil cause of action."

11.1 Process

To prepare the list of public infrastructure projects, Town departments review recommendations of adopted plans and initiatives to develop a list of projects for the Capital Improvements Program. A list of capital improvements based on needs identified in the Comprehensive Plans as well other adopted Town plans needed to maintain existing service levels and repair/replace obsolete or worn out facilities should be developed. The result of this process is a 10-year Capital Improvements Plan (CIP) (Exhibit 1). The projects are listed by category, project costs, funding sources, project schedule.

Since the Town currently operates under a 10-~~Y~~year CIP there is no need to retool the entire process to meet the requirements of the PIA. However, a routing process for information, developed each year during the CIP process, should be established that provides the opportunity for other jurisdictions to

review and provide comments back to the Town. Finally, a methodology that requires a systematic approach to address capital project needs may be outlined as a strategy in this Element.

11.2 10-Year Capital Improvements Plan

There is a strong link between the Town's Comprehensive Plan and its Capital Improvement Program (CIP). Coordination of the various elements of the Comprehensive Plan is a major objective of the planning process. All elements of the Comprehensive Plan should be consistent and the Comprehensive Plan should be financially feasible, including capital costs as well as costs for maintenance and operations. Financial feasibility is determined using professionally accepted methodologies and applies to the 10-year planning period, which is the scope of the CIP. In accordance with State Law, the proposed CIP for each fiscal year is developed by staff for review and recommendation to the Town's Planning Commission. The pathways and parks section is also reviewed by the Town's Parks and Recreation Commission. The Planning Commission recommends the proposed CIP to Town Council for adoption during the CIP Budget Workshop around May of each year. Projects contained in the Town's CIP relate to roads, parks government facilities, park facilities, pathways, drainage improvements and beach renourishment. Recent CIP projects have included the construction of the Rowing and Sailing Center at Squire Pope Community Park, the Mathews Connectivity project, new traffic signal at William Hilton Parkway and Queens Way, Mathews/Marshland Road Roundabout-Compass Rose Park, redevelopment of Coligny Beach Park, realignment of Office Park and Wild Horse Roads, as well as the construction of a Fire Station 6 and Rescue Training Center. Additional public investment in projects that address emerging technology such as fiber optics, and wireless infrastructure may provide opportunities to expand economic development and improve market position to attract residents and visitors may be considered in future CIPs.

The Comprehensive Plan and the CIP

Specific capital improvements are routinely planned for and financed in the Town's Annual ~~Ten~~10-Year Capital Improvements Program (CIP). The ~~Ten~~10-Year CIP is internally consistent with the implementation planning time frame of this Comprehensive Plan. The CIP is a well-established program and has successfully served the Town's needs for many years. It is intended that the CIP be utilized as a principal method for implementing the Comprehensive Plan. The current adopted ~~Ten~~10-Year CIP is provided at the end of this document. In this regard, projects proposed in the annual CIP are reviewed for consistency with the adopted Comprehensive Plan and certified as such by the Planning Commission.

In meeting the needs of the Town's future growth and redevelopment, certain capital improvements could increase the tax burden for Town residents. In order to minimize this burden, the Town will continue to explore new programs to ensure that new growth and change assumes economic responsibility for its impact. The Town should maximize the use of equitable funding methods, such as impact fees, user fees, special assessments, taxing districts, and the like, to accommodate the costs of new development or redevelopment, and to ensure the lowest possible tax burden on Town residents.

CIP Performance Management

Each year many citizens and service providers call for the Town to address a growing list of capital needs. The Town must separate the needs from the wants. The Town must allocate its resources wisely within economic constraints and prevailing priorities to develop and manage capital resources in the following key areas:

- Preserve, protect, and enhance economic prosperity

- Maintain competitiveness in the market place
- Protect quality of life
- Protect natural resources
- Create a sense of place

It is imperative that we provide comprehensive, sustainable solutions to resources challenges. It is suggested that the annual allocation of capital resources requires these key efforts:

1. Development of a Strategic Capital Plan laying out broad goals and strategic objectives for the next ten years;
2. Development of an Annual Performance Plan setting annual targets to move toward strategic goals and objectives;
3. Developing an annual Performance Report summarizing actual progress achieved toward goals and objectives.

The Strategic Capital Plan, the Annual Performance Plan, and the annual Performance Report comprise the total Capital Improvements Plan performance management package.

The CIP Principles

The approach that the Town envisions for its CIP reflects “integrated resource management.” The benefit of an integrated approach is that it requires one to think about resources allocation, development, and management in the context of a larger system rather than a single project. This facilitates the search for comprehensive and integrated solutions to achieve objectives set by all concerned parties. By taking into account a multitude of projects over a given area as opposed to concentrating on a single project on one project site, it becomes possible to integrate a complex array of public values, institutional policies and priorities, regulatory procedures, planning criteria, public participation, and private sector business interests. Integrated capital resource management highlights four key concepts that encapsulate the CIP Principles.

1. Systems Approach. In order to solve problems comprehensively, all major aspects of the natural and human systems need to be accounted for. This includes the hydrology, geology, ecology, man-made systems, and how they interact with one another. Systems models help predict how changes in one or more parts of the system affect the other parts of the system given the interdependence among elements. A project area framework facilitates evaluation of a range of project options simultaneously to determine the best combination of projects to achieve multiple goals over the entire area rather than examining each potential project in isolation from others.

2. Geographic Integration. It is important to define the geographic boundaries that are potentially affected by or that could affect a project and to examine the project in the context of a larger geographic area. Projects typically impact water quantity or water quality. The watershed is an appropriate geographic area to look at upstream and downstream impacts of a project. By enlarging the area of consideration – for example, to a watershed, coastal zone, view shed, or transportation zone -- it becomes possible to examine the potential for project synergies and tradeoffs among all resource elements in that area. Jarvis Creek Park is a great example.

3. Balance Across Multiple Uses or Functions. Considering the many elements of a project illuminates a full range of ways in which land, infrastructure, and natural resources are used. Typically, there are many potential uses for Town resources, some competing and some complementary. Each use generates requirements for funding. Any project should be evaluated in the context of the broad range of needs in the project area or “problem-shed” so that conscious decisions are made about tradeoffs and opportunities for synergies are availed when they make sense. The objective is to seek greater balance across objectives. Interdisciplinary views and collaboration become germane to identifying how best to achieve multiple objectives.

4. Collaborative Approach. Clearly, collaboration is essential to bring together the expertise on natural and manmade systems over the appropriate geographic area, knowledge of problems that exist, and the range of current and potential needs for various resources. Collaboration involves Town staff and its expertise in engineering, planning, natural resource protection, public safety, and urban design. Collaboration can involve several Federal, State, County and local agencies, the private sector, and interest groups and can take many forms. Each participating entity will bring its own legal authorities, skills and knowledge, history, and contributions to the project scope and effect funding levels. It is clear that the Town will not have complete control with various aspects of project planning, design, implementation, and management will vary depending on the nature of potential solutions to the problems and whether or not the Town has relevant expertise.

Current 10-Year CIP (20150)

The projects in the 10-year CIP represent the best efforts of Town departments to identify capital needs to address existing deficiencies and future needs. Goals of the CIP and Priority Investment should focus on sustainable development, growth management, economic development and redevelopment and natural resource protection. Under the current Town process, inclusion of projects in the 10-year CIP does not connote de-facto approval. In most cases further analysis, prioritization, and review of projects is required prior to the actual implementation of the capital projects.

The results from the 2008 Town of Hilton Head Island Community Planning Survey provide an indication of where citizens feel resources should be allocated as summarized in Table 11.1, Recommended Resource Allocation:

Table 11.1: Recommended Resource Allocation

	Extremely important	Very important	Somewhat important	Not at all important
Disaster recovery planning	57.6%	30.4%	11.3%	0.7%
Roadway improvements	32.4%	49.5%	17.0%	1.1%
Pathway/sidewalk improvements	26.7%	34.7%	36.0%	2.7%
Intersection improvements	25.2%	38.0%	31.6%	5.3%
Expansion of recreational services	15.1%	26.9%	42.3%	15.8%
Expansion of parks	13.3%	22.5%	38.7%	25.4%

Expanded educational opportunities	26.5%	30.7%	32.7%	10.1%
Stormwater/drainage improvements	39.1%	40.0%	19.4%	1.5%
Economic development	27.2%	40.7%	24.6%	7.5%
Historic preservation	31.7%	35.1%	26.2%	7.0%

Source: Town of Hilton Head Island Community Planning Survey 2008

A rough analysis based upon the survey response provides information that can be used to assist in prioritizing projects and resource allocation in upcoming CIP planning efforts. Table 11.2, CIP Driving Force, outlines the areas in which citizens felt were important to focus the Town’s CIP efforts. Items were ranked on a scale from 1 to 10. The top three include: disaster recovery planning, roadway improvements and stormwater/-drainage improvement.

Table 11.2: CIP Driving Force (Scale of 1 to 10)

(Positive = Very Important + Extremely Important) (Negative = not at all important) (Neutral = Somewhat Important)	Positive Alignment	Negative Alignment	Neutral
Q9a Disaster recovery planning	8.8	0.1	1.1
Q9b Roadway improvements	8.2	0.1	1.7
Q9h Stormwater/drainage improvements	7.9	0.2	1.9
Q9i Economic development	6.8	0.8	2.5
Q9j Historic preservation	6.7	0.7	2.6
Q9d Intersection improvements	6.3	0.5	3.2
Q9c Pathway/sidewalk improvements	6.1	0.3	3.6
Q9g Expanded educational opportunities	5.7	1.0	3.3
Q9e Expansion of recreational services	4.2	1.6	4.2
Q9f Expansion of parks	3.6	2.5	3.9

Source: Town of Hilton Head Island Community Planning Survey 2008

Implications for the Comprehensive Plan

- The strong link that exists between the Capital Improvement Program and the Comprehensive Plan helps to ensure that public investment in municipal facilities and infrastructure is coordinated with the Town's projected growth and development. This relationship is important and should be maintained during the development of future Capital Improvement Plans.
- During the annual review of the CIP the goals and implementation strategies adopted in the Comprehensive Plan should be used to assist in the development of project identification and prioritization.

- A strong CIP directs where development and redevelopment could be supported through infrastructure improvements.
- The Town’s 10-~~Y~~year CIP, expanded to include project costs detailed revenue sources will need to be routed to other agencies having planning jurisdictions for review. The reason is primarily for informational purposes but could provide opportunities to reduce projects expenses and provide cost sharing for projects located in the same areas.
- There is an opportunity to develop a formal process or methodology to prioritize capital improvements required to achieve and maintain desired levels of service and to repair and replace public facilities for recommendation in the CIP. This methodology should take into account both capital costs and the cost to operate and maintain proposed capital improvements in order to achieve the best use of funds and potential overall cost savings. In addition, there may be some benefit to grouping like projects, providing an opportunity for conceptual review of projects with the community and area agencies before being added to the CIP list.
- A thorough inventory of revenues and past expenditures for public projects will provide an indication of how projects were prioritized in the past. Allocation of future revenues for public projects requires careful consideration to meet the needs of the community.
- Consideration of integrating communication infrastructure and other emerging technologies into the CIP may provide as opportunities to leverage public investments and improve economic development and communications for residents and visitors.

11.3 CIP Revenues and Expenditures

The list of capital projects and projected revenues sources over the next 10 years is included in Exhibit 11.1: [2010-2019 Town of Hilton Head 2015-2024 CIP Summary](#).

There are many different funding sources incorporated in to the Town’s CIP Budget. They are summarized in Table 11.3.

Table 11.3: Town of Hilton Head Island Fiscal Year 201~~5~~⁹ CIP Funding Sources

CIP Funding Source	CIP Funding Source
Traffic Impact Fees	General Obligation (GO) Bonds
Parks Impact Fees	Revenue Bonds
Interfund Borrowing	Grants
Fund Balance (Prior Year Funding)	Accommodation Tax (ATAX)
New Fiscal Year Taxes	Beach Fees
Sunday Liquor Sales Permit Fees	Hospitality Tax
Storm Water Utility (SWU) Fees	Tax Increment Finance (TIF)
County Contributions	Lease Fund
Donations	In Lieu of Open Space

Source: Town of Hilton Head Island Capital Improvements Program - FY201~~5~~⁹-20~~24~~¹⁹

In 2014, The Town of Hilton Head Island amended the Tax Increment Finance (TIF) Plan to extend the time for implementation for an additional ten years from 2015 to 2024. The amendment also described TIF Extension Projects that included the University of South Carolina Beaufort (USCB) Campus at Office Park Road, Coligny Area Improvements, and Chaplin Linear Park.

Implications for the Comprehensive Plan

- The Town has a comprehensive CIP that includes multiple funding sources. Fluctuations in revenues should be taken into account when developing the CIP and the one-year capital plan.
- Every opportunity should be explored to identify new revenue sources and refine information listed for capital projects.
- All funding sources should be reviewed periodically to provide an accurate account of projected and actual revenues.
- A detailed account of projected revenues from all available sources will allow decision makers appropriate short term or one year capital budget decision within the context of the long-term 10-year CIP program.
- The TIF extension will provide an addition \$50 million in revenue for the implementation of TIF projects over the ten year period.

11.4 Goals and Implementation Strategies

Goals

11.1 Process

- ~~The goal is to~~ To prioritize public infrastructure projects to the extent practical through coordination with adjacent and relevant jurisdictions and agencies.
- ~~The goal is to~~ To provide cost savings and/or quality improvements for projects by coordinating the provision of public services with other local government jurisdictions.

11.2 10-Year Capital Improvements Plan

- ~~The goal is to~~ To provide the community with necessary services and facilities and maintain sufficient flexibility to meet the challenges associated with growth.
- ~~The goal is to~~ To develop and review the Town's 10-~~Y~~year CIP and 1-~~Y~~year Capital Plan based on recommendations of projects from approved Town Plans.
- ~~The goal is to~~ To focus the CIP and Priority Investment on sustainable development, growth management, economic development, encouraging redevelopment and natural resource protection.
- ~~The goal is to~~ To manage and modernize infrastructure so that it becomes more efficient while it serves the needs of the community.

- E. ~~The goal is to~~To enhance the Town's market position by exploring methods to improve communication and technology infrastructure.
- F. ~~The goal is to~~To provide for needs of all segments of the population.
- G. ~~The goal is to~~To provide for existing and future trends in land use, communication technology, transportation, and related fields to remain competitive and economically viable in the 21st century.
- H. ~~The goal is to~~To provide adequate infrastructure such as a safe, effective and efficient regional road network through planning and inter-jurisdictional coordination.

11.3 CIP Revenues and Expenditures

- A. ~~The goal is to~~To provide appropriate services to residents and guests
- B. ~~The goal is to~~To develop revenue sources to fund service delivery.
- C. ~~The goal is to~~To provide cost savings by coordinating the provision of public services with other local government.
- D. ~~The goal is to~~To designate areas of the Town as Priority Investment Zones based on identified needs of improving existing conditions or addressing specific planning issues.
- ~~D-E.~~ To maximize TIF revenues authorized by our partners: Beaufort County, Hilton Head Public Service District, and Beaufort County School District.

Implementation Strategies

11.1 Process

- A. Organize and carry out specific area plans in a coordinated effort to address specific planning issues such as economic development, appearance standards, transportation alternatives, and affordable housing.
- B. Update and circulate the Capital Needs Assessment Plan (CNAP) to review and identify relevant and necessary development and public facilities that should be considered for the CIP.
- C. Review and update the LMO (Land Management Ordinance) to ensure standards reflect the recommendations of the Comprehensive Plan including, but not limited to, cultural preservation, Island character, development quality, resource protection, housing affordability and economic development.
- D. Continue Emergency Planning coordination with Beaufort County and South Carolina Emergency Preparedness Division to adequately plan for hurricanes and other potential disasters.
- E. Provide for allowances in the LMO for potential new energy and sustainability endeavors.
- F. Coordinate major capital improvements with other nearby governmental jurisdictions where possible. Coordination may include techniques such as joint funding of capital improvements, shared use agreements, or shared maintenance or operations agreements. Coordination should also include consultation during the development of each Comprehensive Plan update and during the development of the annual CIP.
- G. Coordinate the Capital Improvements Program with any and all agencies that provide public facilities to the Town, including the Public Service Districts, Beaufort County, pertinent regional and state agencies, and the Lowcountry Council of Governments. The Town will also participate in the plans of any agency providing public facilities within the Town to ensure coordination in the Capital Improvements Program budgeting process.

- H. The Town will coordinate the provision of public services and operations amongst its various departments.
- I. Continue to work with SCDOT, Lowcountry Council of Governments, Beaufort and Jasper Counties and other agencies to enhance transportation planning and facilities in the region, focused upon the following:
 - i. Identification of roadway improvements in future updates of the STIP (State Transportation Improvements Plan).
 - ii. Long-term planning for state highways that support the goals of the Town and region.
 - iii. Design of state highways that support the goals of the Town of Hilton Head Island.
 - iv. Identify alternative transportation options and funding sources.

11.2 10-Year Capital Improvements Plan

- A. Prepare and update a 10-~~Y~~year CIP on an annual basis that includes funding options and coordinates with the Land Use, Transportation, Community Facilities and other elements and components of the Comprehensive Plan.
- B. Conduct a review of community needs each year and analyze potential revenues to balance the proposed Capital Improvements Program costs.
- C. Evaluate public facility demands by new development or redevelopment on a project-by project basis to assure that capital facilities are provided concurrent with development.
- D. Evaluate and update as applicable the inter-local agreement for sewer facilities. The review shall include an examination of residents not served and anticipated cost to provide service.
- E. Projects will be identified that achieve specific program goals including sustainable development, growth management, economic development and redevelopment and natural resource protection.
- F. Coordinate with service providers to install/enhance communication systems and infrastructure to the latest emerging technologies.

11.3 CIP Revenues and Expenditures

- A. Estimate the impacts of continued operations and maintenance for all proposed facilities as part of the development of the Capital Improvements portion of the annual budget.
- B. Update impact fee studies on a periodic basis to assure that fees remain appropriate to capital needs caused by new development or redevelopment.
- C. Evaluate as applicable recreation fee schedules. The review shall include an examination of resident and nonresident recreation fees.
- D. Annually evaluate reinstating the Coligny beach parking fee. The review shall include an examination of resident and nonresident beach parking fees.
- E. Evaluate the budget impact through the established Capital Improvements Program process to fund such public facility improvements, spreading the impact over the ~~Ten~~10-~~Y~~year Capital Improvements Program time period to assure financial feasibility including long term maintenance and operational cost.

F. Develop revenue sources within the Town's powers to fund service delivery.

~~F.G.~~ Expend all TIF monies by the end of 2024 to avoid losing those revenues.

~~G.H.~~ The following items will should be addressed when considering funding of CIP projects:

- i. Identify needed capital improvement(s);
- ii. Identify costs of capital improvement(s), including maintenance and operational costs; and

- iii. Identify funding support for the improvement(s).

| ~~Figure 11.1: Town of Hilton Head 2010-2019 CIP Summary~~

CAPITAL IMPROVEMENTS PROGRAM
 FY 2010 FUNDING SUMMARY
 (Post PC CIP Committee)

	ACCEL	In Bid or Obligated	SLIDE	NEW	CHANGE	THOUSANDS OF DOLLARS								
						FY	IMPACT	PRIOR YEAR	2010 FISCAL	BEACH	SWU	HOSP	TIF	OTHER
						2010	FEES	FUNDING	YEAR TAXES	FEE	FEE	TAX		FUNDS
A PATHWAYS		Traffic									Impact Fees, TIF & Taxes			
1 PATHWAY REHABILITATION	170		Recurring	170										
2 LAGOON ROAD	165	71	45					94						
3 AVOCET ROAD	368	110	30						258					
4 DUNNAGANS ALLEY	60								60					
TOTAL PATHWAYS	763	181	75	170	0	0	0	412	0	0				
B DRAINAGE IMPROVEMENTS											SWU Fees			
1 DRAINAGE SYSTEM REHABILITATION, MAINTENANCE, MONITORING, CREDITS, EDUCATION & NPDES II COMPLIANCE	600		Recurring			600								
TOTAL DRAINAGE IMPROVEMENTS	600	0	0	0	0	600	0	0	0	0				
C ROADWAY IMPROVEMENTS		Traffic									TIF, Hosp Tax			
1 MATHEWS DRIVE NORTH - ROUNDABOUT at BEACH CITY ROAD and intersection Imps.	1,000		440					1000						
2 MEDIAN CURBING - US 278 B various locations	175		175					175						
3 INTERSECTION IMPROVEMENTS (TIF Funded in District)	75							75						
4 F&R EMERGENCY ACCESS POINTS	90		Recurring					90						
5 MAINLAND TRANSPORTATION IMPROVEMENTS	500		500 IGA obligation					500						
6 MATHEWS DRIVE / MARSHLAND ROAD ROUNDABOUT	90							90						
TOTAL ROADWAY IMPROVEMENTS	1,930	0	615	0	0	0	840	1,090	0	0				
D PARK DEVELOPMENT		Parks									Park Impact Fees, Sunday Liquor Permit Fees, Beach Fees & other funding sources			
1 PARKS UPGRADES	380		recurring							380	County Bond (\$110k) and Sunday Liquor Permit Fees (\$270k) In house design			
2 ROCK'S/REMY'S TRACT PARK (TIF)	50							50						
3 ISLAND RECREATION - COMMUNITY CENTER	95							95						
4 ROWING & SAILING CENTER (\$1.5 million of Donations)	150										Donations			
TOTAL PARK DEVELOPMENT	675	0	0	0	0	0	95	50	380	0				
E EXISTING FACILITIES & INFRASTRUCTURE		Traffic									Hospitality Tax, Lease Acct & other sources			
1 REHABILITATION & RENOVATION of FIXED CAPITAL ASSETS	351		Recurring	351										
2 CLEAN UP, SAFETY & MAINTENANCE OF TOWN PROPERTY & DEMOLITION OF UNSAFE STRUCTURES	191		Recurring	122						69	Lease Account			
3 APPARATUS & VEHICLES REPLACEMENT / REFURBISHMENT	2,160		3,145	60		35	2,065							
4 FACILITIES SURVEILLANCE CAMERAS	100		500				100							
5 FIRE STATION # 1 REPLACEMENT & DEMO (Shipyard)	275		250				275							
6 FIRE STATION # 6 REPLACEMENT (Palmetto Dunes) (Hospitality Tax)	275						275							
TOTAL EXISTING FACILITIES & INFRASTRUCTURE	3,352	0	3,895	533	0	35	2,715	0	69	0				

| ~~Figure 11.1 Town of Hilton Head 2010-2019 CIP Summary continued~~

CAPITAL IMPROVEMENTS PROGRAM
 FY 2010 FUNDING SUMMARY
 (Post PC CIP Committee)

	FY	IMPACT	PRIOR YEAR	2010 FISCAL	BEACH	SWU	HOSP	TIF	OTHER	
	2010	FEEES	FUNDING	YEAR TAXES	FEE	FEE	TAX		FUNDS	
F NEW FACILITIES & INFRASTRUCTURE										Hospitality Tax, TIF
1 SEWER SERVICE PROJECTS	800							800		
2 DISPATCH CENTER EQUIPMENT UPGRADE	50		Recurring				50			
3 FIRE/ MEDICAL SYSTEMS and EQUIPMENT REPLACEMENT	120		new line item				120			
4 PUBLIC SAFETY SYSTEMS EQUIPMENT UPGRADE	10		new line item				10			
5 MOBILE COMPUTING AVL UPGRADE	10		new line item				10			
6 T1 LINE UPGRADE	50		new line item				50			
TOTAL NEW FACILITIES & INFRASTRUCTURE	1,040	0	0	0	0	0	240	800	0	
G BEACH MAINTENANCE										Beach Fees
1 BEACH MANAGEMENT & MONITORING	250		Recurring		250					
2 BEACH PARKS / ACCESS REHABILITATION	75		Recurring		75					
3 DUNES REFURBISHMENT MAINTENANCE	25		Recurring		25					
4 PORT ROYAL FILL PROJECT	500		550		500					
TOTAL BEACH MAINTENANCE	850	0	550	0	850	0	0	0	0	
TOTALS (THOUSAND OF DOLLARS)	9,210	181	5,135	703	850	635	3,890	2,352	449	
Revised: 1000, 25 Mar 2009				703						

Exhibit 11.1: Town of Hilton Head 2015-2024 CIP Summary

Capital Improvement Program (CIP)

The capital improvements program (CIP) is broken into segments. Located in the General Fund and funded with current operating funds are capital equipment and apparatus/vehicle purchases costing \$5,000 or more and software purchases which cost more than \$50,000. All other items meeting the same criteria, but not being funded by General Fund operating funds, are included in the Capital Projects Fund. The Palmetto Electric Franchise Fee Fund grants/reimburses the majority of its funds to the Palmetto Electric Cooperative for power line burial; any capital infrastructure created by this program is an asset of the Cooperative not the Town. As required by proprietary fund accounting, the Stormwater Fund (Enterprise Fund) reports its own capital.

In accordance with State law, the proposed CIP for fiscal year 2015 was developed by staff for review and recommendation of the full Planning Commission. The pathways and parks section was also reviewed by the Parks & Recreation Commission. The Planning Commission annually recommends the proposed CIP to Town Council for adoption during their CIP Budget Workshop in June.

Included in this section is the Town's capital expenditure plan with funding sources for the upcoming year. Expenditures in this section are exclusive of projects associated with the Stormwater Program or the Palmetto Electric Program. In addition, a ten-year capital plan is included that identifies anticipated capital expenditures with funding sources to be determined. Input for the capital improvements program comes from a variety of sources. Sources are 2014 Town Council Policy and Management Agendas which included input from the public and the Town's Boards, Commissions and Committees. Other source documents include: The 2011 Comprehensive Plan update which incorporates the Initiative Area Plans; the Transportation Plan which includes pathways as well as roads; the Fire and Rescue Master Plan, the recently approved Recreation Element; the adopted County-wide All Hazard Mitigation Plan, the Comprehensive Emergency Management Plan, which will be updated as a part of the Disaster Recovery Commission's work program; the Beach Access Plan, the Beach Maintenance Monitoring reports; the Broad Creek Management Plan, and our Space Needs Study of all Town facilities and properties to include Town Hall, all parks, Fire and Rescue stations and town-wide infrastructure.

The *Stormwater Utility Program* in which funds derive from stormwater utility fees assessed annually based on a rate per SFU (Single Family Unit) are committed to the management, construction, maintenance, protections, control, regulation, use, and enhancement of stormwater systems and programs within the Town limits of Hilton Head Island in concert with Beaufort County and other water resource management programs. The fee generates approximately \$3.6 million annually. The budget for this program is reflected in the separate enterprise fund.

The **Palmetto Electric Program** in which funds derive from the Town's negotiated franchise fee with Palmetto Electric Coop. These funds are committed to power line burials and hook ups which are estimated to cost approximately \$30 million over 15 years. The fee generates approximately \$2.7 million annually. This program is reflected in one of the funds in the combined Special Revenue Funds.

Capital Project Fund (CPF) Revenues and Other Sources

Previously, Town Council directed that we "minimize reliance on property tax while expanding alternative revenue sources." The CPF continues to be an excellent example of that approach. It consistently reduces reliance on ad valorem property taxes and shares the costs of infrastructure requirements with the beneficiaries. The CPF incorporates many different funding sources; a brief description of some of those sources is provided below.

A. **Impact Fees** are assessed against new developments to finance capital improvements necessary to support the growth in population.

1. **Traffic Impact Fees** are derived from development and applied to roads, pathways and additional traffic signals. Pathways may only be funded up to fifty percent with Traffic Impact Fees.

2. **Parks Impact Fees** were enacted Countywide to provide funding for emerging park needs.

B. **Fund Balance** which is un-obligated and obligated monies that are rolled over from previously approved, but incomplete, projects.

C. **New Fiscal Year Taxes** are ad valorem property taxes collected during the next fiscal year. The amount dedicated to the CIP is .84 mils and will generate approximately \$689,244.

D. **Sunday Liquor Sales Permit Fees** that are derived from the sale of permits to sell alcohol on Sunday. These fees are rebates from the State and prior year revenues will provide approximately \$478,150.

E. **Beach Preservation Fees** are derived from an additional two percent (2%) Local Accommodations Tax levied by Town Council. This source will generate approximately \$5.7 million in revenue for the Town next fiscal year. These funds are dedicated to beach re-nourishment and related monitoring, dune refurbishment, maintenance and operations, and new beach parks and beach access facilities. The Town will expend \$4.4 million of these funds to pay debt service on bonds associated with beach renourishment projects and has budgeted \$1.25 million for projects in the CPF.

F. **Hospitality Tax** which is a two percent (2%) tax on the sale of prepared meals and beverages, sold in establishments with or without licenses and for on premise consumption of alcoholic beverages, beer or wine. This source will generate approximately \$5.6 million in revenue next

fiscal year. The Town has budgeted \$600,000 for projects; the remainder goes for debt service and to support public safety in the General Fund.

G. **Tax Increment Financing (TIF)** in which funds derive from increased assessed value above the baseline assessment when the TIF District was established. These funds may be used for public projects within the District. TIF will generate approximately \$6.9 million in revenue next fiscal year; \$3.3 million is budgeted for CPF projects.

H. **Real Estate Transfer Fee** which is .25 of 1% on each real estate transaction in the Town. This source will generate approximately \$2.3 million in revenue next fiscal year. These funds are dedicated to the Land Acquisition Program and its debt service.

I. **Lease Revenue** is derived from lease payments on Town-owned property. As the Town has acquired properties, some have existing leases that the Town chooses to honor until their expiration. Approximately \$89,000 derived from those leases has been assigned to pay for maintenance and cleanup of Town property or transferred for debt service.

J. **Bond Proceeds from funding sources above.** In fiscal year 2015 the Town budgeted \$1.87, \$3.075 and \$1.375 million for capital projects from beach fee, hospitality tax and general obligation bonds, respectively.

Implementation of the fiscal year 2015 CPF will require about \$12.7 million during the fiscal year. The chart below reflects a comparison of the major budgeted revenue sources for fiscal years 2014 and 2015.

Revenue Source	FY 2014 Budget	FY 2015 Budget	\$ Change	% Change
Property Taxes	\$ 716,161	\$ 689,244	\$ (26,917)	-3.76%
Sunday Permit Fees	480,936	478,150	(2,786)	-0.58%
Beach Preservation Fees	2,800,837	1,250,000	(1,550,837)	-55.37%
Tax Increment Financing	9,563,200	3,300,000	(6,263,200)	-65.49%
Hospitality Tax	3,201,023	600,000	(2,601,023)	-81.26%
Bond Proceeds	8,426,465	6,320,000	(2,106,465)	-25.00%
Impact Fees - Roads	840,594	0	(840,594)	-100.00%
Other	12,000	89,336	77,336	644.47%
Total	\$ 26,041,216	\$ 12,726,730	\$ (13,314,486)	-51.13%

Capital Projects Fund Expenditures

In the *Beach Maintenance* category, there are 2 projects (including 1 on-going maintenance project) programmed during the next ten years. The projects, including the ongoing beach management and monitoring program, are funded for approximately \$1,250,000 in fiscal year 2015.

In the *Existing Facilities/Infrastructure* category, there are 3 projects programmed during the next ten years, 2 projects are funded for approximately \$300,000 in fiscal year 2015.

In the category of *Park Development*, 3 projects (including 1 on-going maintenance project) are programmed during the next ten years, 3 projects are funded for approximately \$2,810,000 in fiscal year 2015.

In the *New Facilities/Infrastructure* category, there are 4 projects programmed during the next ten years, 2 projects are funded for approximately \$3,100,000 in fiscal year 2015.

In the *Pathways* category, there are 3 projects programmed during the next ten years. Of those 3 projects, 2 are funded for approximately \$1,720,000 in fiscal year 2015. Funded projects may involve land acquisition, legal work, design, concept and survey, and/or construction.

In the category of *Roadway Improvements*, there are 14 projects programmed during the next ten years; 8 of them are funded for approximately \$2,180,000 in fiscal year 2015.

In the category of *Land Acquisition*, using Council’s guidance, staff will continue to research and recommend pertinent acquisitions. This category is not budgeted until acquisitions are identified and funds encumbered or paid.

Impact on Operation and Maintenance Expenditures

The operating impact of these capital projects are calculated utilizing the following assumptions:

<u>Pathway maintenance per mile</u>	<u>\$6,500/year (General Fund)</u>
<u>Park litter and landscape (passive/beach)</u>	<u>\$25,000/year (General Fund)</u>
<u>Park janitorial (restrooms and supplies)</u>	<u>\$12,500/year (General Fund)</u>
<u>Roadways*</u>	<u>deeded to the County if possible</u>

In fiscal year 2015, the major impact items of the Town’s capital assets on the operating budget are as follows:

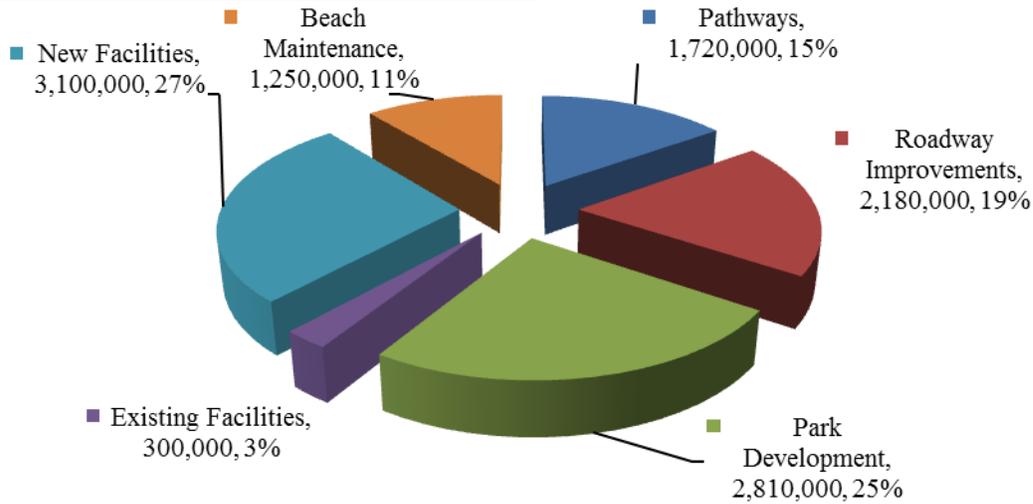
- The fiscal year 2015 General Fund operating budget associated with the upkeep of the Town’s facilities and parks (including the shift of budgeting of non-project capital outlay from the Capital Projects Fund to the General Fund) has increased by \$475,450 in fiscal year 2015.
- The Town established a budget in the General Fund – PP&F – Engineering in fiscal year 2014 for maintaining Town-owned roads recognizing the minimal likelihood that the County will accept the Town’s roads into its inventory. In fiscal year 2015, the roads maintenance budget will be \$632,000.

*Budget established in General Fund – Engineering in fiscal year 2014

Fiscal Year 2015 Capital Projects Fund (CPF)

The Capital Projects Fund budget for fiscal year 2015 is \$11,360,000 plus \$250,000 for bond issue costs and \$1,149,486 for transfers to the General and Debt Service Fund and consists of the following project category funding levels.

Capital Projects Fund Expenditures by Category



Capital Projects Fund

Revenues and Expenditures by Category Analysis – Historical, Estimated Actual, and Budget

	FY 2011 Actual	FY 2012 Actual	FY 2013 Actual	FY 2014 Budget	FY 2014		% change		
					Estimated Actual	FY 2015 Budget	FY 2014 Budget	FY 2014 Est. Actual	
Revenues:									
Ad Valorem Property Taxes	696,763	692,418	685,501	716,161	656,689	689,244	-3.76%	4.96%	
Investment Income	23,751	3,378	3,269	-	-	-			
Grants	-	944,854	27,622	-	-	-			
Contributions	7,500	100,000	20,000	-	-	-			
Sunday Permit Fees	356,900	332,230	381,015	480,936	380,700	478,150	-0.58%	25.60%	
Traffic Impact Fees	79,254	151,989	100,572	840,594	162,700	-	-100.00%	-100.00%	
Park Impact Fees	26,334	36,366	63,160	-	113,800	-		-100.00%	
Beaufort County Bond	275,000	-	-	-	-	-			
Refund of Prior Year Expenditure	-	-	-	-	458,479	-		-100.00%	
Bond Premium	-	742,422	664,056	-	-	-			
Bond Proceeds (Beach Preservation)	-	11,000,000	-	-	-	-			
Bond Proceeds (Hospitality)	-	15,250,000	-	4,597,228	-	1,870,000	-59.32%		
Bond Proceeds (TIF)	-	-	-	-	-	3,075,000			
Bond Proceeds (2013 General Obligation)	-	-	9,000,000	1,329,237	-	-	-100.00%		
Bond Proceeds (2014 General Obligation)	-	-	-	2,500,000	-	1,375,000	-45.00%		
Lease Revenue	19,200	46,978	208,998	12,000	125,700	89,336	644.47%	-28.93%	
Sale of Property & Equipment	247,712	264,930	266,622	-	175,000	-		-100.00%	
Transfers In:									
Beach Preservation Fees	606,267	608,882	642,078	2,800,837	2,800,838	1,250,000	-55.37%	-55.37%	
Hospitality Fees	1,543,734	888,292	273,575	3,201,023	3,201,023	600,000	-81.26%	-81.26%	
Tax Increment Financing	376,744	3,436,996	1,594,527	9,563,200	9,563,200	3,300,000	-65.49%	-65.49%	
Real Estate Transfer Fees	33,081	821	-	-	-	-			
Total Revenue	4,292,240	34,500,556	13,930,996	26,041,216	17,638,129	12,726,730	-51.13%	-27.85%	
Expenditures:									
Beach Maintenance	568,575	11,357,778	711,633	2,800,837	2,800,837	1,250,000	-55.37%	-55.37%	
Existing Facilities	2,997,297	1,853,681	1,220,282	4,470,518	4,470,518	300,000	-93.29%	-93.29%	
Park Development	257,991	849,815	765,810	2,241,957	2,241,957	2,810,000	25.34%	25.34%	
New Facilities	354,643	1,426,276	1,340,994	5,742,528	5,742,528	3,100,000	-46.02%	-46.02%	
Pathway Improvements	548,127	510,075	1,354,268	1,836,133	1,836,133	1,720,000	-6.32%	-6.32%	
Roadway Improvements	1,154,475	1,297,643	1,669,550	6,145,846	6,145,846	2,180,000	-64.53%	-64.53%	
Land Acquisition	2,917,122	8,909,874	6,080,116	2,500,000	15,227	0	-100.00%	-100.00%	
Bond Issue Costs	0	525,364	127,167	108,500	108,500	250,000	130.41%	130.41%	
Transfers Out	37,500	1,137,500	4,215,828	318,400	438,182	1,149,486	261.02%	162.33%	
Total Expenditures	8,835,731	27,868,005	17,485,649	26,164,720	23,799,728	12,759,486	-51.23%	-46.39%	
Other Financing Sources:									
Bond Proceeds Previously Recognized	-	-	-	(4,597,228)	-	(1,870,000)	-59.32%		
Net Change in Fund Balance	(4,543,492)	6,632,552	(3,554,653)	(4,720,732)	(6,161,599)	(1,902,756)			
Beginning Fund Balance	18,385,008	13,841,516	20,474,068	16,919,415	16,919,415	10,757,816			
Ending Fund Balance	13,841,516	20,474,068	16,919,415	12,198,683	10,757,816	8,855,060			

* - For actual reporting purposes, all bond proceeds are recognized at the time of issuance and are therefore reflected in the beginning fund balance. For budgetary reporting purposes, bond proceeds are recognized to the extent the proceeds are utilized for capital projects. Therefore to reconcile between the two presentations it is necessary to adjust the Fund Balance by the previously recognized Bond Proceeds.

Capital Projects Fund Expenditures by Funding Source – FY 2015

Capital Projects Fund Expenditures by Funding Source - FY 2015											
THOUSANDS OF DOLLARS											
Estimated FY 2014 Funding (Enc./Roll)	FY 2015 Budget	FY 2015 Property Taxes	Beach Fee	Hospitality Bond	Hospitality Tax	TIF Bond	TIF	Sunday Liquor Permit Fees	Lease	GO Bond	
BEACH MAINTENANCE											
Beach Management & Monitoring	272	500	500								
Beach Renourishment - FY 2016	323	750	750								
Beach Renourishment - Ocean Point	302	-	-								
TOTAL	897	1,250	1,250	-	-	-	-	-	-	-	-
EXISTING FACILITIES & INFRASTRUCTURE											
Fire Station 2 Replacement	-	150		150							
Town Hall Office Space Reconfiguration		150			150						
Town Hall Renovations	26	-									
Fire Station 6 Replacement	367	-									
TOTAL	393	300	-	150	150	-	-	-	-	-	-
PARK DEVELOPMENT											
Park Upgrades	30	60						60			
Chaplin Linear Park	515	2,000					2,000				
Recreation Center Expansion	16	750								750	
Rowing and Sailing Center	1,149										
TOTAL	1,710	2,810	-	-	-	-	2,000	60	-	750	-
NEW FACILITIES & INFRASTRUCTURE											
USCB Hospitality Management Program Building	4,020	2,600				2,600	-				
Sewer Service Projects		500								500	
58 Shelter Cove Lane - Tenant Upfit (BCSO)	179	-									
Tenant Upfit Project at 58 Shelter cove	59	-									
Coligny/Pope Avenue Area Initiative	143	-									
TOTAL	4,401	3,100	-	-	-	2,600	-	-	-	500	-

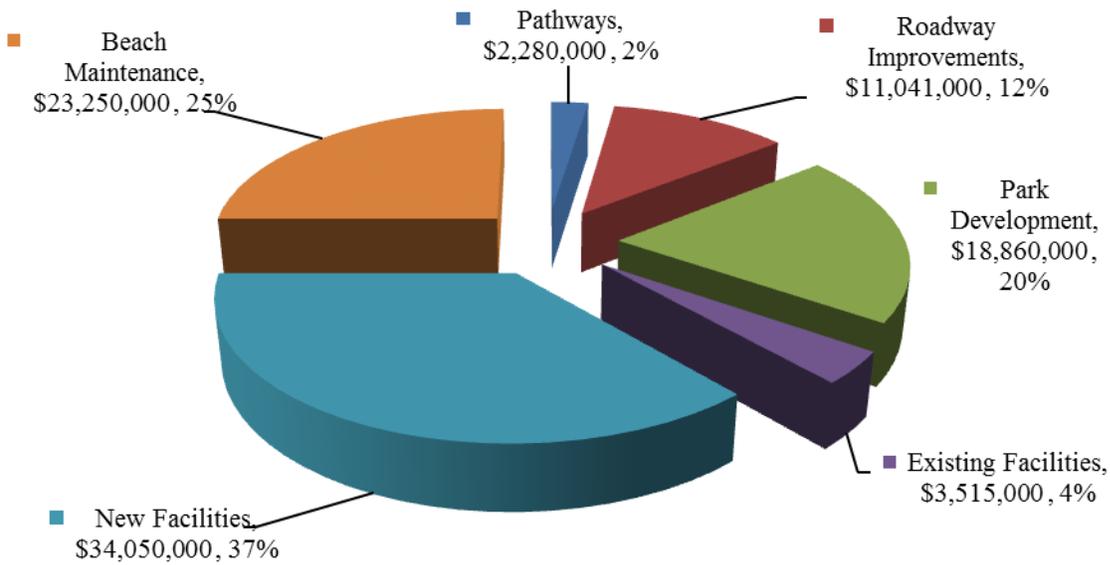
Capital Projects Fund Expenditures by Funding Source – FY 2015

	Estimated FY 2014 Funding (Enc./Roll)	FY 2015 Budget	FY 2015 Property Taxes	Beach Fee	Hospitality Bond	Hospitality Tax	TIF Bond	TIF	Sunday Liquor Permit Fees	Lease	GO Bond
PATHWAYS											
US 278 (Shelter Cove/Chaplin to Mathews North)	89	-									
US 278 (Gardner Drive to Jarvis Park / Honey Horn)	119	-									
US 278 (Gum Tree Road to Squire Pope Road)	54	-									
US 278 (Village at Wexford to Arrow Road)	46	-									
US 278 (Fresh Market Shoppes to Shelter Cove/Chaplin)	93	1,320			1,320						
Pathway Safety Improvements		400			400						
TOTAL	401	1,720	-	-	1,720	-	-	-	-	-	-
ROADWAY IMPROVEMENTS											
Mathews Dr/Marshland Rd Roundabout		1,000						1,000			
Office Park Rd Intersection Improvements		150						150			
Heritage Plaza Road Extension	2,509	350					350				
Intersection Improvements at Shelter Cove Town Center		TBD									
Bluffton Parkway - Phase 5A Beautification		250				250					
Traffic Signal Mast Arms		150						150			
Private (Dirt) Road Acquisition	73	50	50								
WM. Hilton Parkway Intersection Improvements at Squire Pope Road- westbound third lane		30	30								
Honey Horn Drive Apron and Access Aisle Improvements (facilitate special events parking)		200				200					
Lemoyne Road Reconstruction & Extension	82	-									
Traffic Signal System Pre-emption	375	-									
F&R Emergency Access Points	96	-									
Mathews Dr./Chaplin Area Connectivity	897	-									
Leamington Fresh Market Shoppes	25	-									
TOTAL	4,057	2,180	80	-	-	450	350	1,300	-	-	-
TOTAL FY 2015 BUDGET	11,859	11,360	80	1,250	1,870	600	2,950	3,300	60	-	1,250

Ten-Year Capital Improvements Program (CIP)

The Town formally adopts a one year Capital Projects Fund budget. In addition, it develops an unbudgeted (planned) Ten-Year Capital Improvements Program (CIP). The anticipated capital expenditures over the next ten years are anticipated to be \$92,211,000. The Town estimates the following expenditures by program.

Ten-Year Capital Improvements Program Expenditures by Program



CIP Expenditures by Category 2015-2024

THOUSANDS OF DOLLARS						
	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020-2024
Summary						
Beach Maintenance	1,250	18,000	500	500	500	2,500
Existing Facilities & Infrastructure	300	240	2,925	50	-	-
Park Development	2,810	5,450	2,700	200	200	7,500
New Facilities & Infrastructure	3,100	3,750	17,550	750	2,100	6,800
Pathways	1,720	-	-	-	-	560
Roadway Improvements	2,180	1,105	2,296	3,710	1,000	750
TOTALS (THOUSANDS OF DOLLARS)	11,360	28,545	25,971	5,210	3,800	18,110

[CIP Expenditures by Category 2015-2024](#)

	THOUSANDS OF DOLLARS					
	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020-2024
BEACH MAINTENANCE						
Beach Management & Monitoring	500	500	500	500	500	2,500
Beach Renourishment - Island Wide	750	17,500				
TOTAL	1,250	18,000	500	500	500	2,500
EXISTING FACILITIES & INFRASTRUCTURE						
Town Hall Renovations	150	50	50	50		
Fire Station 2 Replacement	150	150	2,700			
F&R Training Center Enhancements		40	175			
TOTAL	300	240	2,925	50	-	-
PARK DEVELOPMENT						
Park Upgrades	60	200	200	200	200	1,000
Chaplin Linear Park	2,000					6,500
Recreation Center Enhancements	750	5,250	2,500			
TOTAL	2,810	5,450	2,700	200	200	7,500

| [CIP Expenditures by Category 2015-2024](#)

THOUSANDS OF DOLLARS						
	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020- 2024

NEW FACILITIES & INFRASTRUCTURE

Coligny/Pope Avenue Area Initiative	-	750	50	750	2,100	6,800
USCB Campus	2,600	2,500	17,500			
58 Shelter Cove Lane - Tenant Upfit (Town Use)	-	-	-	-	-	-
Sewer Services Projects	500					
Wall at Airport	-	500				

TOTAL	3,100	3,750	17,550	750	2,100	6,800
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PATHWAYS

US 278 (Gum Tree Road to Squire Pope Road)						560
US 278 (Fresh Market Shoppes to Shelter Cove/Chaplin)	1,320					-
Pathway Safety Improvements	400					-

TOTAL	1,720	-	-	-	-	560
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ROADWAY IMPROVEMENTS

Mathews Drive/Marshland Road Roundabout	1,000					
Office Park Road Intersection Improvements	150	500	1,000			
Reconstruction of South Lagoon Road		120		1,200		
Reconstruction of Nassau Street		100		760		
Pope Avenue Improvements			100		1,000	
South Forest Beach Drive Improvements				100		750
Heritage Plaza Road Extension	350			1,500		
Wm. Hilton Parkway Intersection Improvements at Squire Pope Road - westbound third lane	30		300			
Honey Horn Drive Apron and Access Aisle Improvements (facilities special events parking)	200					
Intersection Improvements at Shelter Cove Towne Centre	TBD	TBD				
Miscellaneous Turning lane Improvements: EB Wm. Hilton parkway @ Queens Folly, WB Wm. Hilton Pkwy @ Beach City Rd., Arrow rd. @ Palmetto Bay		35	300			
Bluffton Parkway - Phase 5A Beautification	250	250	500			
Traffic Signal Mast Arms	150	100	96	150		
Private (Dirt) Roads Acquisition	50	TBD	TBD	TBD	TBD	TBD

TOTAL	2,180	1,105	2,296	3,710	1,000	750
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TOTALS (THOUSAND OF DOLLARS)	11,360	28,545	25,971	5,210	3,800	18,110
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5 Housing

To promote and facilitate entrepreneurial housing initiatives that will result in the development of diverse housing types for all income levels on Hilton Head Island, and to support affordable housing initiatives in the region to supplement housing on the Island

Introduction

Beginning with Charles Fraser and the Sea Pines community, modern housing development on the Island has been driven predominately by private developers responding to market demands. Early housing developments included housing types that appealed mainly to second home buyers and vacationers seeking to enjoy this beautiful coastal barrier island. Since that time, Hilton Head Island has evolved from a second home destination into a year round community that is known as a place to live as well as vacation. This evolution has resulted in considerable change to the existing housing stock as well as to future housing demands. Factors that often determine housing selection include personal choice, financial limitation, value, safety and location.

In many communities, the public sector has the responsibility to ensure adequate, safe housing, especially for low, and very low income families, elderly and other disadvantaged segments of the population. The Town has adopted development regulations and building codes that guide the private sector in the development and construction of housing. In addition, over 70% of the Island has been developed as private planned communities (PUDs), such as Sea Pines that have restrictive covenants that limit the type as well as the character of housing development.

The ultimate goal of planning for housing activities and programs on the Island is to increase housing opportunities that meet the needs of existing and future populations as well as attract new investment to the community. This Element will examine housing development trends and characteristics along with the impact that population, land use, and economic development have on housing. The elements within this plan are independent; therefore many of the characteristics described within this Element are further discussed within other Elements of this Plan.

5.1 Housing Units and Tenure

Data on housing trends can be derived from a number of sources. The U.S. Census Bureau gathers information such as population, housing and demographics for communities around the nation that can be used to evaluate historical trends and to project future needs. The Decennial Census was conducted on the Island in 1960, 1970, 1980, 1990, 2000 and 2010. In addition, special census counts were conducted for the Island in 1975, 1985 and 1995 to provide interim information. In addition, the American Community Survey (ACS) is a nationwide survey conducted by the U.S. Census Bureau that is designed to provide communities a fresh look at how they are changing. In 2008, the ACS released its first multi-year estimates based on ACS data collected from 2005 through 2007. In 2011, the ACS released a second set of multi-year estimates based on data collected from 2008 through 2010. These three year estimates of demographic, social, economic and housing characteristics are available for geographic areas with a population of 20,000 or more. Building permit data from the Town of Hilton Head Island's Community Development Department can also provide insight into the type of building and development permits that are being issued on the Island.

According to the U.S. Census Bureau, a housing unit is defined as a house, an apartment, a mobile home or trailer, a group of rooms, or a single room that is occupied (or if vacant, is intended for occupancy) as separate living quarters. Separate living quarters are those in which occupants live separately from any other persons in the building and which have direct access from the outside of the building or through a common hall.

Housing Growth on the Island

In 1985 the U.S. Census Bureau indicated that 17,740 housing units were developed on the Island. In 1990, there were an estimated 21,509 units. From 1990⁵ to 2000 the number of housing units increased at a rate of 15% and in 2010 the number of housing units increased by 26.35% to 33,306. Table 5.1, Housing Growth Rates shows the total number of housing units on the Island from 1985 to 2010.

Between 1985 and 2010 the number of housing units increased by 88% on the Island with there being 17,740 housing units in 1985, which grew to an estimated 33,306 units in 2010.

Table 5.1: Housing Growth Rates

	1985**	1990	1995	2000	2007*	2010	% Change, 1990-2000	% Change 2000-2010	Total % Change, 1985-2010
Total Housing Units	17,740	21,509	25,438	24,647	28,557	33,306	15%	35%	88%

Source: U.S. Census Bureau; 1990, 2000 and 2010 Decennial Census, 1985 and 1995 Special Census and * 2005-2007 American Community Survey 3-Year Estimates. **1985 Special Census was first official census count since Town incorporation in 1983.

Town of Hilton Head Island building permit data indicates that during the early 2000’s housing development spiked, which can be attributed to a booming real estate market, lower interest rates and more flexible financing options from lenders. This also helped to facilitate more second home purchases, which is a major contributor to the Island’s economy.

~~More recently, however, By the mid-2000s~~ these rates ~~have~~ slowed due to the impacts of a shrinking economy and the contraction of financing options for housing development. In 2005, the number of new construction single family permits issued began to decrease. Similarly, the number of building permits issued for the construction of multi-family/commercial buildings also declined, but at a slower rate than single family permits.

From 2000-2007, the number of single family and multi-family/commercial building permits issued for renovations and additions increased. Along with the current state of the economy, the amount of vacant land on the Island has continued to decrease. This ~~has~~ resulted in a shift from new construction to renovations and additions. In 2008, the number of permits for new construction continued to decline while single family renovation or addition permits continued to rise. By 2009, the number of overall permits had dropped significantly due to the struggling economy. ~~In 2010 and 2011, the number of permits began to rise slightly in all categories; however these numbers are still far less than the number of permits that were issued in 2008. From 2009 to 2013, the number of new single family permits steadily increased with a slight decline in 2014. From 2009 to 2014, the number of new multi-family/commercial permits and all renovation permits fluctuated up and down each year with 2013 having the highest number of building permits issued.~~

Housing Vacancy Rates

When evaluating housing trends, vacancy rates are important indicators of the stability of the housing market. There were 33,306 housing units located within the Town of Hilton Head Island in 2010, an increase of 26.35% from ~~24,467~~ 24,647 in 2000. While there was an increase in the total units there was also an increase in the percentage of vacant units. The high percentage of vacant units can be attributed to seasonal population and resort and second home accommodations. The U.S. Census Bureau defines a vacant unit as a housing unit in which no one is living on Census Day (April 1), unless its occupants are only temporarily absent. Units temporarily occupied at the time of enumeration by individuals who have a usual home elsewhere are classified as vacant. Table 5.2, Housing Vacancy Rates, indicates the vacancy characteristics for the Town from 1985 to 2010.

Table 5.2: Housing Vacancy Rates

	1985**	1990	1995	2000	2007*	2010	% Change, 1990-2000	% Change 2000-2010	% Change, 1985-2010
Housing Units	17,740	21,509	25,438	24,647	28,557	33,306	15%	35%	88%
Total Vacant	10,189	11,165	12,535	10,239	13,132	16,771	-8%	64%	65%
Percent Vacant	57%	52%	49%	42%	46%	50.4%	-10%	8.4%	-6.6%
Total Occupied	7,551	10,344	12,903	14,408	15,425	16,535	39%	15%	119%
Percent Occupied	43%	48%	51%	58%	54%	49.6%	10%	-8.4%	6.6%

Source: U.S. Census Bureau; 1990, 2000 and 2010 Decennial Census, 1985 and 1995 Special Census and * 2005-2007 American Community Survey 3-Year Estimates. **1985 Special Census was first official census count since Town incorporation in 1983.

As noted in the Land Use Element, from 2000 until 2007 the number of single family and commercial/multi-family building permits issued for renovations and additions increased. Due to the limited amount of land available for construction a decrease in the number of new building permits show a shift to improvements and renovations of existing housing stock. Beginning in 2005 the number of new construction single family building permits issued decreased. The number of building permits for new construction of commercial/multi-family buildings issued since 2005 has declined, but at a slower rate than the single family permits. The net result from 2000 to 2010 has been an increase in total housing units of 26.35%.

The slow-down in the number of new construction permits issued for housing followed economic trends. The increase in the number of permits issued from 2000-2005-10 can be attributed to the real estate boom, lower interest rates, and flexible financing options from lenders. This also facilitated second home purchases.

Housing Types and Forms

The types and functions of housing units on the Island are also important to understand the unique nature of the Island’s housing development. There are various forms or types of housing units on the Island, including detached single family homes and attached duplexes, multi-family structures and mobile homes. There are also various types of housing in terms of function, including traditional apartment complexes, condominiums, both long and short term home rentals, extended stay hotels/motels, seasonal homes and timeshares or interval occupancy units. According to the U.S. Census Bureau, single family is defined as a detached household unit or attached single family with only one attached wall, for example a duplex or town home where only one common wall is shared. Multi-family units are defined as any other housing structure with more than 2 household units, apartments, or condominiums.

The Town of Hilton Head Island Land Management Ordinance (LMO) includes specific definitions for a single-family detached residence and a single-family attached residence single-family dwelling as well as a multi-family dwelling-residence. ~~A single-family detached residence is a structure containing one dwelling unit that is free standing. A single-family attached residence is a structure containing more than one single-family dwelling unit in which the units are physically attached, and each has its own separate exterior entrance way on a separately owned lot. A single-family dwelling is a freestanding structure containing not more than two single-family dwelling units. A multi-family dwelling-residence is a building, or parcel, or development containing three or more dwelling units.~~

The data shown in Table 5.3, Housing Unit by Structure Type, refers to housing units as defined by the U.S. Census Bureau. This table shows that the number of housing units by structure type in each category has increased since 1990; the number of mobile homes has more than doubled between 1990 and 2010, increasing from 419 to 974.

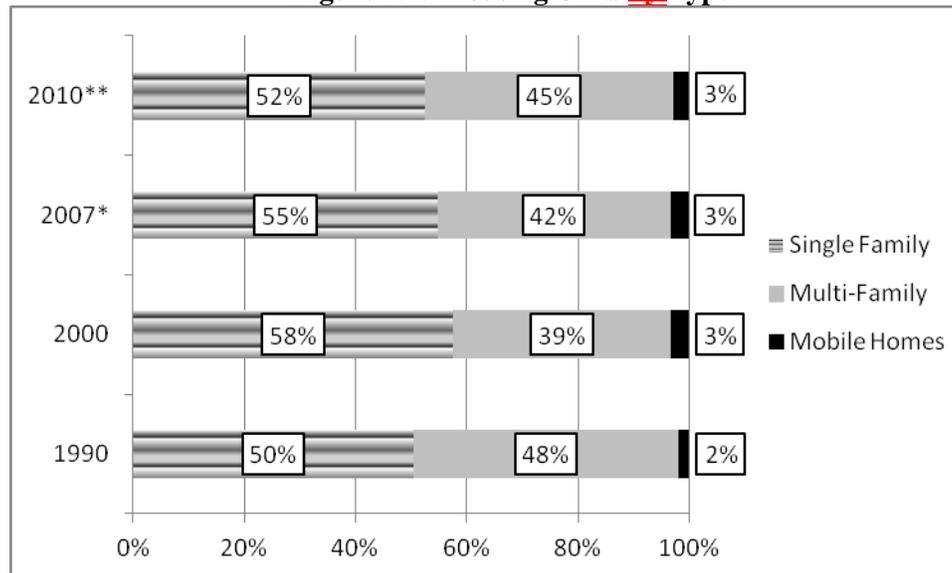
Table 5.3: Housing Units by Structure Type

	1990	2000	2007*	2010**	% Change 1990 - 2000	% Change 2000 - 2010
Single Family	10,775	14,157	15,627	17,432	24%	19%
Multi-Family	10,174	9,651	11,967	14,739	-5%	35%
Mobile Homes [†]	419	806	963	974	48%	17%
TOTAL	21,368	24,614	28,557	33,145	13%	26%

Source: U.S. Census Bureau – 1990 & 2000 Census; *2005-2007 American Community Survey Estimates;
** 2008-2010 American Community Survey Estimates

The information shown in Table 5.3, Housing Units by Structure Type, also indicates that in 1990 there were 601 fewer multi-family units than there were single family units. This trend continues as the gap increases in 2000, with 4,506 fewer multi-family units than single family units. In 2007 the gap narrowed to 3,660 fewer multi-family units than single family units. In 2010, the gap continued to narrow to only 2,693 fewer multi-family units than single family units. Overall this indicates a declining trend in the development of multi-family units on the Island. Figure 5.1, Housing Units by Type, illustrates a comparison of the three classifications of housing types in 2010.

Figure 5.1: Housing Units by Type



Source: U.S. Census Bureau – 1990 & 2000 Census; *2005-2007 American Community Survey Estimates;
** 2008-2010 American Community Survey Estimates

Housing Tenure and Household Size

Housing tenure refers to how a housing unit is financed by its occupant. Typical housing arrangements include renting, owning or a combination of the two. According to the 2010 Census 73% of households were owner occupied on the Island, as shown in Table 5.4, Home Ownership Estimates 2010. The average household size for owner occupied households is 2.12 persons, which is slightly less than renter occupied housing units at an average of 2.54 persons.

Table 5.4: Home Ownership Estimates 2010

	Number	Percent
Occupied Housing Units	16,535	100%
Owner Occupied	12,039	72.8%
Renter Occupied	4,496	27.2%

Source: U.S. Census Bureau 2010

Seasonal Housing Units

The U.S. Census Bureau defines seasonal use as housing units used or intended for use only in certain seasons, for weekends, or other occasional use throughout the year. Hilton Head Island is a destination for visitors and second home owners. Figures from the 2010 U.S. Census indicate that there were 9,767 seasonal housing units located on the Island.

Short term rental development and interval occupancy developments are also addressed in the Land Use Element of this Plan. An inventory of interval occupancy developments is available in that Element. This type of housing serves to meet the needs of our seasonal and visitor populations. Based on 2007 data gathered by Town staff, there are 3,537 interval occupancy units on the Island. It is important to note that during the building permit process interval occupancy developments are categorized as multi-family structures. If a multi-family structure is permitted with no indication or intention to be used for interval occupancy, but is subsequently converted, there may be no reclassification in the Town's records. Interval occupancy units are permitted within ~~four~~ three zoning districts: WMU (Water Front Mixed Use), ~~CFB (Central Forest Beach District)~~ CR (Coligny Resort), MV (Mitchelville) and RD (Resort Development).

Implications for the Comprehensive Plan

- Housing tenure, or financing methods for housing, is impacted by various factors such as housing supply and demand, lifestyle choices, and employment or income status. In addition, seasonal population trends of the Town affect the number of vacant structures and also have a direct effect on the ownership type. Due to the character of the Island as a popular location for visitors and part time residents, depending on the season, units may be vacant during various times. Existing structures should be refurbished and renovated to reflect the needs and wants of the current market when possible.
- Although, an increase in the total number of housing units contributes to the economic tax base for the Town, it is important that both the quantity as well as quality of the housing stock is maintained to sustain the current and future population and overall property values. As the amount of available land declines for new development, it will be very important to maintain a high quality housing stock on residential properties. In addition, the availability of various housing types is important for the housing market viability to accommodate the diverse needs of the Island's population.
- An increase in home ownership is important for a community because it enables the homeowner to establish a deeper connection with the community. Therefore, it is important to strive for increased opportunities for home ownership as a housing option. Second homes, vacation and seasonal homes as well as timeshare units comprise a large portion of the Island's housing stock. The high number of second homes impacts the percentage of total owner-occupied homes Town-wide and doesn't necessarily portray an accurate assessment of home ownership status on the Island.
- It is also important to acknowledge that mobile homes may be more vulnerable during storms and other significant weather events, such as tornados, hurricanes or floods. Fluctuations to the number, as well as areas of concentration of mobile homes, should be monitored to ensure public safety.
- The ownership structure for interval occupancy units, with multiple owners having a stake in individual units presents a challenge in cooperative efforts to redevelop the properties and keep them current with changing trends, desires and market demands. Incentives to encourage these types of communities to tackle their own individual challenges should be considered in order for the Town to remove barriers to redevelopment that may be particular to timeshare developments. Additional issues include cooperation with property management agencies and archaic covenants for condos and timeshare developments.

5.2 Housing Opportunities

Obtainable Housing

What is obtainable housing for one family is different from what is obtainable for another family. In some instances obtainable may refer to housing units managed by Beaufort County Housing Authority, a

house located in a gated community, a modest mobile home, or other type of housing. Obtainable housing is dependent on many variables and factors, however, most directly associated with the financial ability to pay for the housing that is needed or desired.

Workforce Housing & Affordable Housing

Workforce housing is a widely acceptable term that refers to housing that is available for the working class segment of the population. It often means housing that is available for gainfully employed people such as teachers, police officers, firemen, government employees and other workforce populations who are essential for the function of a community or those who typically work in the service sectors. The accepted definition of affordable housing by the Department of Housing and Urban Development (HUD) is any housing that requires 30% or less of the household income to pay for housing related expenses.

While workforce housing isn't specific to any one type of housing, Section 8 housing is managed by the Beaufort County Housing Authority. Section 8 housing is a type of Federal assistance provided by the Department of Housing and Urban Development. Section 8 housing is not a type of housing form, but rather the type of housing assistance that is granted in the form of vouchers. A voucher program assists in bridging the gap for low income households by providing rental assistance for the monthly cost of market rate units. As of June 2014⁹⁹, the Beaufort County Housing Authority reported that there were five developments on the Hilton Head Island that have accepted vouchers to supplement rents. They include developments commonly referred to as: 90 Dillon Apartments, Hilton Head Beach and Tennis, Cedar Well Apartments, Marshpoint, and The Spa.

Hilton Head Regional Habitat for Humanity is dedicated to eliminating substandard housing by constructing, rehabilitating and preserving homes; by advocating for fair and just housing policies; and providing training and access to resources to help families improve their shelter conditions. The Town of Hilton Head Island donated land to Habitat for Humanity to assist in bringing affordable housing to the island. The Glen is Habitat for Humanity's affordable housing project located off Alex Patterson Drive. Phase one of this project consists of 16 single family detached dwellings and is currently under construction.

Luxury Housing

Hilton Head Island has many large, well-appointed homes. The high cost of land has also led to an increase in the number of luxury homes located on the Island. This is a popular ~~an~~ option for seasonal housing as a means for many families or visitors to stay in one, very large home.

Assisted Living

Nine facilities on the Island focus their housing on a segment of the population that needs assistance for various reasons including elder care or Alzheimer's care. The assisted living facilities have various levels of care, including individual, shared rooms, or more independent apartment style units. Table 5.5, Assisted Living Facilities, shows the facilities including the number of beds or units that are available on the Island.

Table 5.5: Assisted Living Facilities

Facility	# of Beds	# of Units
Broad Creek Health Care/Tidepoint	50	311
Fraser Center/Seabrook	44	207
The Preston/The Cypress	55	280
Life Care	88	NA
<u>Emeritus at Hawthorne Inn</u>	51	NA
<u>Emeritus at Palm Meadows Court</u>	36	NA
<u>Emeritus at Palm Meadows Village</u>	52	NA
<u>Carolina House Bloom at Hilton Head</u>	72	NA
Indigo Pines	NA	118
TOTAL	448	916

Source: Town of Hilton Head Island Fire Department and Community Development Department, June 8, 2009
NA = not applicable

Implications for the Comprehensive Plan

- Affordable or obtainable housing availability poses many challenges in most communities. The Town of Hilton Head Island is not unique in the challenges that the community faces relative to the creation of obtainable housing. High or increasing land costs, coupled with declining availability of developable land on the Island, drives up the cost of many housing options, often above more traditional “obtainable” price levels. Construction costs, particularly those associated with building to hurricane standards, statutory requirements such as point of sale taxation and other economic drivers are barriers to keeping housing costs affordable. The Town has attempted to engage in policies and projects that encourage affordable housing, such as regulations and incentives in the Land Management Ordinance, and partnerships with developers; however, these programs were not successful. Affordable housing remains a challenge for both local and regional communities.
- A sustainable workforce is essential to the future economic potential of the Island. To be sustainable over the horizon envisioned by this Comprehensive Plan, the workforce needs appropriate education, training, and access to affordable housing. While efforts for education and training may be broadly addressed on a regional basis, the current strategy for affordable housing seems to hinge on an off-Island labor pool. While this may meet short term (3-5 years) needs, potential development in Jasper County and other areas west of the Island may create competitive pressure on this off-Island labor pool and may threaten the Island’s access to a viable work force.
- It is important that the Town of Hilton Head Island assists in the ability for the population to age in place. As the average age of the population gets older, the needs of the community change. It is important that housing options accommodate these changes. It is also important that the family and friends that support aging family members are able to reside in close proximity. The location of assisted living facilities is also important. Special complimentary land uses and associated infrastructure are needed. When one ages in place, it is important that one is living in close proximity to basic services, for instance banks, grocery stores and medical services and ~~that~~ provisions for emergency evacuation are considered.
- Although current market conditions have resulted in reduced housing values and costs, the long-term rise in cost of housing will threaten aging in place. There are several solutions to the rising housing cost problems. One is accessory apartments, “granny-flats” or accessory dwelling units (ADU) built within a single-family home or separate structure on the same lot that functions as an apartment. The additional unit can house a family member or professional providing health care to reduce cost or it might be rented for additional revenue.
- The LMO (Land Management Ordinance) counts these units toward the density in most residential zones. Advocates point to benefits for the community in the form of higher tax revenue. Other solutions include co-housing, home sharing, taxation, and financial tools such as a reverse mortgage that can pay for home modifications and health care. There are many advantages to the solutions mentioned but communities must make the general public aware of such opportunities.
- There are additional groups that will grow this market area. First are the multigenerational households, including aging parents moving in and 20 somethings moving back with their parents. Second, low wages jobs and high housing cost forces several non-family members into occupying a house. Finally, there is a growing trend of retirees becoming renters. The home in some communities will no longer be the great investment it once was, or the kids are gone and the house is too big, the taxes are high, and mowing the grass is not as much fun as traveling. Millions of baby boomers will sell their home and invest.
- The replacement of the older housing stock to larger homes, typically located in close proximity to the beach, is a trend that has the potential to change the character of Island neighborhoods. The Forest Beach and Folly Field neighborhoods saw this change occurring and reacted with the adoption of regulations that protect the existing neighborhood character by limiting the size of homes and requiring additional setbacks. The conversion of small homes to large luxury homes threatens the traditional single family character of some neighborhoods and can also put a strain on the

infrastructure of these areas, which were planned and built to accommodate single family development, not short term rentals utilized by as many as five families or more at one time.

5.3 Barriers to Affordable Housing

The State of South Carolina requires that municipalities indicate any barriers to the community's access to affordable housing. Many of these barriers are not unique to the Town of Hilton Head Island and are similarly faced by the region as a whole.

Land Costs

Land costs are a limiting factor in the construction of affordable or workforce housing units. The increasing cost of land is related to the high demand for water-front lots and the convenient access to the beach which is provided by other properties within the Town. As the availability of land decreases, costs for land increases often creating larger scale developments that have the potential to deliver higher profits to offset the cost of land, ultimately decreasing the affordability of housing units.

Land Supply

Land is a finite resource as the Town approaches build out. There is less land available for housing and the land that is available is very expensive. The remaining vacant land on the Island is not only limited but often challenged with costs associated with providing utilities and access.

Construction Costs

Increasing construction costs is also a factor that creates a barrier to the development of affordable housing, such as the costs of materials, delivery of the materials to the Island, as well as increased labor costs. Building codes, flood plain requirements, and costs associated with building in an area susceptible to hurricanes can significantly impact the affordability of housing. Fees required by government agencies also increase the cost of affordable housing, such as impact fees, building permits, licensing fees, utility service fees and other outside agency approvals.

Long Term Sustainability

The initial construction costs are a barrier to affordable housing as well as the increased living expenses associated with residing in the Town. Much of the housing in the Town and land available for housing is subject to floodplain insurance requirements as well as other insurance requirements, such as wind and hail. Many residential developments operate under organized home owner's associations, which also require payment of fees to cover costs associated with common open space, amenities and infrastructure.

Marketability and Potential Profit

Because of the challenges that developers already face with construction in a coastal area and all of the barriers listed here, the potential profit is always a factor for the private developer. Developers often strive for the 'highest and best use' which, given the barriers to affordable housing, does not typically result in the construction of housing units geared to the workforce population.

Attitudes towards Affordable Housing

The "NIMBY" syndrome, "Not in My Backyard", is a common sentiment toward affordable housing on the Island. This is a typical response to affordable housing in some communities. Many people make assumptions that affordable housing increases crime and aesthetically unpleasing homes and buildings. This is not necessarily true; however, turning around the NIMBY syndrome is a challenge that developers of affordable housing face in this community.

Lack of Developer Incentives

Developers strive for the highest profit margin, which is determined by various factors. The cost of developing housing in the Town is high based on many factors which have previously been discussed throughout this Plan. The lack of development incentives, such as increased density, decreased parking, increased height standards, etc. which allow the developer to build more than otherwise allowed by Town

regulations and requirements do not exist in current codes and may, when coupled with the other barriers, also become a barrier in itself to the construction or availability of affordable housing.

5.4 Goals and Implementation Strategies

Key housing issues were identified based on public input that was received throughout this process and data that was collected by Town staff. Housing issues are not isolated and do not only ~~those that~~ affect the municipal limits of the Town of Hilton Head Island; therefore, the goals and implementation strategies should be approached regionally and collectively, integrating a palette of solutions.

Goals

5.1 Housing Units and Tenure

- A. ~~The goal is to~~ encourage redevelopment of multi-family residential structures to meet market demands and new trends.
- B. ~~The goal is to~~ encourage occupancy of existing residential properties.
- C. ~~The goal is to~~ consider incentives that remove barriers to redevelopment and encourage redevelopment of properties that have multiple owners.
- D. ~~The goal is to~~ support programs aimed at increasing home ownership.
- E. ~~The goal is to~~ continue focusing on requiring high quality development to meet future housing needs.
- F. ~~The goal is to~~ monitor availability of housing types and occupancy rates to meet housing demands.

5.2 Housing Opportunities

- A. ~~The goal is to~~ engage in projects that encourage affordable/workforce housing on the Island or within the region.
- B. ~~The goal is to~~ look at housing opportunities as a mechanism to maintain its essential workforce.
- C. ~~The goal is to~~ encourage housing options that provide opportunities for residents to age in place.
- D. ~~The goal is to~~ monitor changing demographics and trends in housing development to provide housing options that meet market demands.
- E. ~~The goal is to~~ consider residential overlay districts to maintain traditional single family character.

5.3 Barriers to Affordable Housing

- A. ~~The goal is to~~ address housing issues using a systemic approach that integrates other elements such as economic development, transportation and land use.
- B. ~~The goal is to~~ consider mechanisms that decrease or eliminate barriers to affordable housing.
- C. ~~The goal is to~~ address affordable housing considering Town and regional solutions.
- D. ~~The goal is to~~ include partnerships and the cooperation with the entire community.

Implementation Strategies

5.1 Housing Units and Tenure

- A. Consider providing flexibility in the LMO to allow for accessory dwelling units as a housing option.
- B. Consider providing flexibility in the LMO to provide options to the traditional housing or subdivision standards in the form of family compounds. Look to other communities, particularly Beaufort County for examples on how to allow for family compounds which may assist in removing the barrier to legal and title issues associated with heirs property.
- C. Educate owners of heirs property on methods to clear titles and to build houses on their land. Pursue partnerships with organizations such as the Penn Center, a credit counseling agency or legal aid agency to overcome title and credit issues preventing land owners from building homes.
- D. Consider revising the LMO to include flexible zoning options and tools that allow a mix of uses for residential over commercial or other live work units. This may be a tool to foster both a commercial and housing option as well as a means to provide affordable housing and to reduce the amount of

infrastructure necessary to travel from home to work or other basic services. Other LMO revisions may include regulations to facilitate the conversion and redevelopment of empty commercial or office space to residential units or allow for a mix of residential within the redevelopment.

- E. Encourage owners of small properties to assemble land resources through density bonuses tied to increased property sizes.
- F. Consider addressing ownership or heirs property issues with tools such as transfer of development rights or the purchase of development rights.

5.2 Housing Opportunities

- A. Consider developing alternative approaches to affordable housing such as viewing it as community infrastructure and establish a 'minimum level of service' with a focus on transportation and access issues and location related to concentration of employment centers. The level of service concept could be based on a goal of insuring that a specified percentage of the total housing units in a neighborhood or development are affordable.
- B. Consider developing a master plan for Town-owned properties that considers future development projects or land swaps for affordable housing sites.
- C. Review inclusionary housing programs within the Town boundaries or the region that foster a mix of housing choices and forms.
- D. Support employer assisted housing programs to encourage more employees of various professions (teachers, police officers, firemen) to live within the Town limits or within Beaufort County.
- E. Consider developing housing programs and other educational workshops to the middle class and workforce housing markets.
- F. Educate the public on the potential impact on their daily quality of life that is directly affected by the supply or lack thereof of workforce housing. Workshops and discussion groups should be considered as a means to brainstorm strategies to address housing issues and should involve all players in the community and throughout the region.
- G. Review the land acquisition program to determine if an affordable housing component would be an appropriate modification.
- H. Encourage redevelopment of individual units to maintain marketability and code compliance, especially in developments that have multiple owners.
- I. Consider creating incentives for redevelopment that opt for a planned community approach with goals of diversity in housing cost and transportation modes.
- J. Consider flexible ordinances for planned unit developments (PUD), cluster homes and other innovations in housing development that meet workforce housing needs.
- K. Consider regulations to require interconnection between developments, which promotes the establishment of neighborhoods and to provide safe and convenient access to neighborhood level of public facilities, particularly parks and schools.

5.34 Barriers to Affordable Housing

- A. Encouraging property owners of unsafe or dilapidated structures to rehabilitate and convert the buildings to affordable housing should be researched as a means to provide both redevelopment and provide affordable housing.
- B. Facilitate the construction and redevelopment of housing opportunities through economic incentives, such as grants or other funding sources.
- C. Consider establishing a Redevelopment Agency or other similar agency to administer housing programs and continue researching housing options, and serve as an educational resource.
- D. Monitor statutory issues and the implications they have on homeowners. This includes any proposed legislation that addresses taxation, property owner's association fees and taxes and the point of sale, or real estate transfer taxes.
- E. Consider creating development incentives to encourage diverse housing options that may include increased density, reduced parking requirements and increased height standards.